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## DISTRICT AND LOCAL PLANNING

BY

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The planning process in India began in 1951 when the Planning Commission embarked upon the First Five Year Plan. The establishment of the Planning Commission and the inauguration of the First Five Year Plan was an expression of the determination of the country that the process of economic development would not be left to the vicissitudes of the market forces but would be the product of a deliberate and conscious design of development articulated through the Five Year Plans. Now is it then that even after three decades of planning in this country, we do not yet seem to have an adequate horizontal planning at the local levels i.e. the district, the taluk and village levels, -- the levels which are close to the people of the country? We talk of democratic planning in India. Democratic planning means participation of people in the process of planning. How is it then that planning seems to be advanced and sophisticated at the levels which are farthest from the people and but at the level or areas which are closest to the people, planning seems to be still far from reality? Why is it that the economists and administrators feel that there seems to be as yet no satisfactory theory and techniques of district planning and why is that we are groping in the dark at the level where planning touches the people? What are the deficiencies in the horizontal planning in the country? What should be the content of horizontal planning? What should be the machinery of horizontal planning at the local level? How do we go about it? These are some of the vital questions that need to be raised.

On these and other subjects thinking has been indeed going on from the very inception of planning. An attempt has been made to review this thinking and offer some suggestions which may arise out of the analysis.

The basic reason for the weaknesses of horizontal planning in the planning process of our country is rooted in the very nature of the planning process adopted from the inception. In spite of three decades of planning in India, planning at District and local levels still seems to be very weak. In spite of the lip service paid to decentralised planning, our planning has been essentially centralised and vertical rather than decentralised and horizontal. The Centralised plan begins with certain predetermined objectives as regards rate of growth of the aggregate national economy. The growth rate is further related to the sectoral growth rates i.e. rates of growth in agriculture, industry transport etc. To bring about the predetermined growth rate is adumbrated a certain size of plan investment on the basis of certain data regarding capital-output ratio. Thereafter total investment or outlay are allocated sectorly for the nation as a whole. These sectoral investments are then divided into the central plan and the State Plan. The detailed sector

plans for the State are then prepared in detail by various departments who in turn propose the break-up for the districts. The Planning at the district level therefore, amounts to nothing more than the allocations of sectoral or departmental investments. A plan consisting of such departmental allocation and schemes is not found satisfactory since it does not satisfactorily assess and reflect the possibilities and opportunities arising out of local resources or the ambitions and aspirations of the local community. Only a horizontal local plan can achieve this.

Such integrated horizontal planning for rural areas or decentralised planning or planning from the below was certainly envisaged from the very inception of the planning process in India.

Thus explaining the rationale of coordinated approach, the First Five Year Plan Review document observes:

"When different departments of the Government approach the villager, each from the aspects of its own work, the effect on the villager is apt to be confusing and no permanent impression is created. The peasant's life is not cut into segments in the way the Government's activities are apt to be; the approach to the villager has, therefore, to be a co-ordinated one and has to comprehend his whole life. Such an approach has to be made, not through a multiplicity of departmental officials, but through an agent common at least to the principal departments engaged in rural work."

But it is in the Second Five Year Plan that the concept of a local horizontal plan was discussed in greater detail.

"A State plan has to be presented in two different ways, namely, according to different sectors of development re-presented in it and according to regions and districts. Programme for different sectors include those which are to be executed directly by departments at State level and others which are to be executed through districts but are coordinated at the State level. Thus, a district plan would include programmes prepared on a territorial basis for villages, groups of villages, talukas, extension blocks, municipal areas, etc. and also programmes to be executed within the district which are derived from departmental plans formulated at the State level. That part of the district plan which is prepared within the district is important both for the range of activities which it embodies and for the fact of association with the people at every level and the opportunity afforded to them to determine their needs and to

contribute towards their fulfilment. Just as in drawing up State plans, the preparation of district plans is an important stage, so also in the implementation of the State plan its break up into district plans is an essential step. In particular, in different sectors in the State plan programmes or schemes in which local participation and community action have a special contribution to make are to be separated out and shown as constituents in the plans of districts. Those items of work become part of the district plan in which, in the main, the resources provided by Government are in the nature of a nucleus to be augmented through popular support and participation. The value of district plans as a method of approach in planning is enhanced by the ambitious scale on which national extension and community projects are proposed to be undertaken. The district plan has, therefore, to take into account the requirements and activities of areas under the extension programme as well as of those outside, it. This makes the district plan an important influence in educating public opinion, in bringing together various programmes in the district within a common frame and in developing community participation, co-operative self-help and local initiative and leadership. The people of each district are thus enabled to assess their needs and resources, judge for themselves the tasks to be undertaken with the active support of the administration, and put forth the requisite effort. Moreover, as a partnership in effort between the administration and the people a district plan will specify obligations to be met by both.

The main constituents of a district plan are:

- 1) the community development and national extension programme.
- 2) social welfare extension projects.
- 3) agricultural production programme and allied activities in the field of rural development such as animal husbandry, soil conservation etc.
- 4) development of co-operatives.
- 5) village panchayats.
- 6) village and small industries.
- 7) schemes for utilising effectively resources developed through State projects for irrigation, electricity, communications, industrial development and extension of training facilities.

- 3) housing and urban development.
- 9) the programme of small savings.
- 10) aiding construction projects through labour co-operatives and sharmdan.
- 11) programmes for the welfare of backward classes.
- 12) programmes in rural urban areas relating to social services, especially expansion of education at primary and secondary levels, health units, health education, sanitation, malaria control, family planning etc.
- 13) utilising and assisting voluntary organisations engaged in constructive social work.
- 14) land reform.
- 15) prohibition work, and
- 16) dissemination of information about programmes of national, state, regional and local development.

These programmes are undertaken through several official and non-official agencies, and in a number of them there has to be coordination between more than one agency. Thus, in addition to administrative officials and the officials of the various development departments, each district will generally have a rural local board, a large number of village panchayats, and a number of municipal bodies in rural areas. The importance of towns as focal points in economic growth is likely to increase, and urban and rural areas have to be viewed together in terms of planned regional development."

The methodology of preparing state plan for rural development on the basis of the District and Blocks plans was explained by the Third Five Year Plan in the following words-

"Along with the district, the block should serve as a unit of planning and development. It was suggested that in the following fields proposals for the Third Plan should be drawn up by States on the basis of district and block plans:

- 1) agriculture, including, minor irrigation, soil conservation, village forests, animal husbandry, dairying etc.
- 2) development of co-operatives.
- 3) village industries.



- (4) elementary education, specially provision of school buildings for local communities.
- (5) rural water supply and the programme of minimum rural amenities, including construction of approach roads linking each village to the nearest road or rail-head; and
- (6) works programmes for the fuller utilisation of manpower resources in rural areas.

Although efforts were made in several States to prepare block plans specially in agriculture, in the main, the plans to States have been prepared independently of local plans. The inference to be drawn from this is that much more effort will be needed before local plans can become a distinctive stage in the initial preparation of a Five Year Plan. In the present context of the Third Plan as formulated, what is important is the local plans should be worked out as a means for the more effective implementation of the State plan."

Within the general framework of the district plan, the block plan is intended to include all social and economic activities undertaken within the block which call for (a) planning initiated locally at the block or village levels, and (b) coordination with the plans of various Departments which are implemented within the block. The following are the principal types of activities which will fall within the block plan:

- i) items in the schematic budget of the community development block according to the stage reached;
- ii) items included in the budgets of different Departments which can be executed through the block organisation.
- iii) works undertaken by the local community or beneficiaries in accordance with the obligations laid down by law;
- iv) works involving unskilled and semi-skilled labour undertaken in the block; and
- v) other activities undertaken in the block or by the block organisation with a view to securing greater contribution from local communities in respect of development schemes in different fields."

Since the ideas regarding local plans and planning from below contemplated in the second and Third Five Years Plans did not meet with practical success, the Fourth Five Year Plan underlined the need for strengthening the planning machinery in the District.

"It is expected that the planning apparatus at the State and the district level will be strengthened. This can most appropriately be done at the district level through Panchayati Raj organisations. Such a development should lead to formulation of plans closely related to the preference of the people and to the physical conditions of the area, and better coordinated and synchronised implementation. Also, with more active popular participation resources raising for local plans should prove easier and a proper appreciation of national objectives and policies can be induced among local communities."

In Sept. 1969, the Planning Commission under the leadership of the late Prof. D.R. Gadgil developed a set of detailed guidelines for the formulation of District Plans which it issued to various States.

The Fifth Five Year Plan reflects the feeling that the expectations from the Panchayati Raj institutions as planning agencies were not fulfilled and a need was felt for setting up specialised planning organisations.

"It is generally desirable that the agriculture, animal husbandary and fisheries hierarchies in the State are controlled from the field to the State level by the department. At the same time, a suitable coordination machinery will have to be built up at the district and block to liaise with the sister departments and the local bodies for coordinated action in the field. Where Zilla Parishads have taken intensive interest in agriculture, it is desirable to utilize this powerful weapon to control the agricultural hierarchy in the district with technical supervision from the technical expertise at the State level.

What is needed is an organisation which, whilst having the hierarchical frame for the technical and service disciplines in the structure, provides for the close working together of the disciplines at various levels upto the shop floor in a multi-disciplined programme. Such a structure can be developed and maintained only by a single authority in control of the whole organisation who has got the administrative and the financial power to order, to delegate authority. It is, therefore, proposed that in the area development schemes of the nature of Command Area Development, and Drought-Prone Area Schemes and any such similar schemes which may be worked in the tribal or backward areas, an Area Development Authority is constituted by the Government which has got administrative and financial powers duly seconded to it by Government and which controls the staff of all the disciplines which are important for the field programmes. This authority must also be enabled to

liaise at their level with the credit institutions and seek commitments and undertake risks. The authority must also be able to employ agencies to perform the custom services required in the area or undertake such services themselves. Such an Authority can be invested with a corporate character. In the command area of the 55 major irrigation projects taken for special development during the Fifth Plan and the drought prone area districts included in the Fifth Plan, the authority must be constituted before the programme is launched in the area.

The District Planning Organisation is too general to meet the detailed needs of the varied and complex agricultural programmes. It is, therefore, proposed that there should be a separate Planning, Monitoring and Evaluation Cell in each district for the Agricultural Plan alone and the Cell should be suitably staffed with not only technical specialists but also economists and statisticians. This Unit will be linked to a Planning, Monitoring and Evaluation Cell at the State headquarters."

At the same time, apart from setting up specialised agencies for planning and development, the Fifth Five Year Plan also contemplated the strengthening of Panchayati Raj Institutions. "Integrated rural development would be possible only through cooperation and participation of the people. This could be secured by strengthening the Panchayati raj institutions at various levels. It would be necessary in this context to review the size and viability of gram panchayats, whether the panchayat samiti or zilla parishad could be the best agencies for carrying out these programmes and what specific programmes the Panchayat samiti or Zilla parishad could and should administer. It would be desirable that the panchayats are entrusted with the implementation of specific programmes. Efforts will have to be made to attract institutional finance for augmenting the resources of panchayati raj bodies. In any scheme of strengthening the panchayats, it is essential to lay down norms and criteria of viable panchayats. Such criteria for viable panchayats in terms of area, population etc. would be considered and laid down."

The Sixth Five Year Plan (1980-85) has underlined the necessity of making arrangements for horizontal linkages at the Block level. It States that at the District level the task of planning and implementation of development programmes is acquiring greater complexity. It suggests that the District administration should be strengthened by the appointment of District Development Officers who should have complete responsibility with respect to development work and should enjoy the same rank and status as the District Magistrate/Collector. The DDO must have professional competence and his continuity should not be disturbed during the plan period if found effective and dedicated. The process of democratic decentralisation will be strengthened and P.R. institutions will be involved in planning and extension of Integrated Rural Development and National Rural Employment Programme and will play a prominent role in District and Block level planning & planning of Minimum Needs Programme in this area/operation.

In spite of the importance accorded to the local planning, decentralised planning or for planning from below in successive plan documents in India the actual performance in respect of preparation of local plans has not been satisfactory. During the second Five Year Plan an attempt was made to prepare village plans first and then out of the village plans to prepare taluka or block plans and out of the taluka or block plans to evolve a district plan which in turn would be the basis of State plan and the national plan as a whole. This approach, however, never succeeded and indeed was hardly given even a proper trial. What came out of the exercise were long lists of requirements at the village level without any possibility of getting any adequate financial resources to meet these requirements.

The reasons for the failure of this exercise are apparent. The village perse, as an individual unit is hardly a viable unit for planning and development. Prof. John P. Lewis, the American economist described this preoccupation with village planning as mere 'villagism' which must be considered to be inconsistent with any rational or viable planning. Planning can not attempt to provide self-sufficiency for every village. Planning must have a broader perspective and cannot be contained within the narrow confines of the single village economy. Planning has to be a general and comprehensive process for a much larger area - if not the nation at least the state or the region. Village, therefore, must find a place in the over all process of economic development of the region. In this process some small villages may even disappear. There can, therefore, be no successful micro-planning at the village level at all. The economic fortune of the village is linked up with a much bigger micro plan.

If the village could not be the unit of horizontal planning then what other area could be? After the advent of community development programme in 1953 it was advocated that the block consisting of about a hundred villages should be the unit of planning and development. The block budget consisting in the initial year of the C.D. programme of some Rs.15.00 lakhs with allocations for various sectors like agriculture, animal husbandary, irrigation, social education, youth development, rural industries, co-operative development etc. provided nucleus for planning at the block level. It was expected that these resources would be supplemented by the departmental funds and public contributions. So much for the resources side. As regards the requirements, the block development programme began with a survey of every village and on the basis of these village surveys a block plan of requirements was to be chalked out. This exercise of horizontal planning at the block level was carried out during the first ten years of community development programme. This experience, however, showed that the idea of block as a unit for planning and development had not completely materialised. The development activity of the block level was confined, in the main, to the block budget. Even the plan funds for other



departments were not supplemented with it. After the expiry of ten years of the period of community development programme even the block budget disappeared. The Panchayat Samitis the elected rural local self-government institutions at the Block level were not able to raise any material resources to substantially augment the development plans at the block level, and thus after the expiry of block period, the block organisation was left with limited number of schemes implemented by Government at the block level.

The concept of block as the unit of planning and development was also related to the structure of the Panchayati Raj institutions. In the beginning when the block was chosen as a unit of planning and development, the idea was that of the three tier local self-government institutions or panchayati raj institutions, at the District, Block and Village levels. Panchayat Samitis at the Block Level should be the most crucial agency for local planning. However, later on when in the States of Maharashtra and Gujarat, District was chosen as a more viable unit for planning and development, the Zilla Parishad emerged as the most important local development agency. The development plans at the district level were, therefore, attempted in all those States where Zilla Parishad was the most effective unit. Zilla Parishad had more resources, more competent technical staff and therefore had greater strength to attempt planning for development. However, the nature of planning attempted at the district level by the Zilla Parishads was on the same lines as that attempted by the Panchayat Samitis at the block level. It is true that the local sector at the Zilla Parishad level attempted to cover a much larger spectrum of schemes of development but even then mere combination of schemes within the budget of the Zilla Parishad and the allocations of the State Government at the district level could not be considered to be an adequate concept of - horizontal planning at the district level.

The unsatisfactory nature of the district planning has been recognised and thought has been given by economists, planners and administrators to this subject.

One of the India's leading economists, the late Prof. D.R. Gadgil gave deal of thought to this subject and delivered a lecture under R.R.Kale Memorial Lectures on the subject of District Planning. Under his guidance a District Development Plan was being prepared for Wardha District. In evolving this plan, Prof. D.R. Gadgil worked out certain concepts regarding the framework of the district plan. He identified four principal components which must be part of the district plan viz.,

- (i) Development of natural resources of the district.
- (ii) Development of infra-structure facilities.
- (iii) Development of productive employment in the field of agriculture and industry.
- (iv) Development of the growth centres in the economy.

However, formulation of a horizontal district plan on such a basis : would require adequate collection of data, interpretation of this data and formulation of concrete and feasible plans, programmes and schemes for the various components of the plan.

The district plan is a horizontal plan. It is, therefore, one form of 'Spatial Planning'. District plan formulated as a by-product of vertical plan is not the same thing as the 'Spatial Plan'. The 'Spatial Plan' concentrates on the analysis of the local resources and works out measures for the maximum utilisation of these resources, for the production of needed goods and services. 'Spatial planning' combines geographical, demographical and economic approach to the subject of planning.

In working out the spatial plan, the economists divide the aggregate economy into regions which are homogeneous in characteristics - natural, physical, sociological, economic etc. Thus river valley areas, or urban rural areas under the influence of a city centre or a tribal area are examples of the earmarking of special areas from the point of view of spatial planning. The working of Tennessee Valley Authority under David Lilienthal has provided a pioneering example of spatial planning. In India also in the Fifth Five Year Plan, 55 areas under the major irrigation projects have been selected for command area development. The major irrigation projects in this country created substantial irrigation potential but its utilisation was somewhat tardy in the absence of integrated irrigation development plans. The concept is, therefore, now accepted that an integrated area development plan must be prepared for the command area. Such integrated command area irrigation development plans will include a series of inter-connected items like the construction of canals, distributories, water courses and field channels and drops, levelling and reshaping of land,

drainage facilities, agriculture extension, training of farmers in irrigation development, prescription of an appropriate cropping pattern, supply of agricultural inputs, rural communication, marketing, storage, processing and town and country planning in the developing area. The irrigation development plan has necessarily to be evolved with the co-operative and conjoint efforts of the various departments like P.W.D., Agriculture, Co-operation, Revenue, Development etc.

Another example of such a regional planning is the Drought Prone Area Programme. Some 70 districts in India are in the rain-shadow area and are prone to scarcity and famine. The old approach of extension and remission of land revenue, grant of tagdior takavi and supply of foodgrains at concessional rates is no longer found adequate from the point of view of the objective of providing permanent insurance to these areas from the effect of drought. A programme has, therefore, been contemplated to restore ecological balance in these drought prone areas by the development of soil and water resources in such a manner as to provide permanent insurance to these areas from the on set of drought.

A programme of this sort would include the identification of drought prone area, identification of water shed areas within this dry zone, an intensive attempt in these water shed areas to conserve water and moisture and protect soil through a minor irrigation, afforestation including planting wind breakers, soil conservation, pasture development etc. and developing subsidiary occupations which are suitable for such dry zone like animal husbandry, sheep rearing, sericulture, fishery, horticulture, etc. The drought prone areas may run accross several districts.

A third example of horizontal planning is special programmes for areas along the western ghats which not only extend to several districts within the State but also over several States of Maharashtra, Karnataka and Kerala. Such horizontal plans for natural regions would be receiving increasing attention in the years to come and would form part of local planning.

Horizontal planning could exist not only for special areas with special physical characteristics like agro-climatic conditions and homogeneity of soil and water resources but would also exist for special groups of population who need special attention because of their neglect in the past.

The leading example of such planning is the project for Small Farmers and Marginal Farmers and Agricultural Labourers. Special development agencies in the shape of registered societies have been established for formulation and execution of such projects in selected districts. These agencies prepare horizontal plans of an integrated sort for dealing with special problems of small and marginal farmers. The programme for the small farmers include their enrolment as members of co-operative societies, giving them short term, medium term and long term loans, subsidising 25% of the loan, providing common projects like a common irrigation well, common fencing or custom service centre and providing supplementary occupations like horticulture and dairy.

The concept of spatial planning is also linked with another approach evolved by the demographers viz., that of identification of growth centres. The basic idea behind this is that development does not take place without some pattern and the pattern is that of a series of linked centres of growth, each growth centre providing a stimulus to the surrounding areas. An approach to planning which does not take into account the growth centres is bound to lose sight of the dynamics of economic development. The concepts of growth centre has received a great deal of attention from the regional scientists and considerable literature has grown. An attempt has also been made to apply these concepts of regional and district planning and to evolve concrete plans which make these growth centres the nodal points in the frame work of planning. This approach envisages a planning hierarchy of growth centres. Four hierarchies of centres have been distinguished:

(i) Central Village providing minimum facilities to a cluster of villages like primary school or a health dispensary etc.

(ii) A service centre providing all basic facilities like a market centre.

(iii) A growth point providing market-cum-service centre to 5-10 service centres of category (ii) Such a growth point can provide scope for industrial growth.



(iv) A growth centre serving 5-10 growth points with a number of secondary and tertiary activities and specialised facilities. These growth centres provide consumer products both finished and semi-finished of the lower hierarchy. They have a large number of processing activities. Planning for such growth centres would ensure best use of investment in a region since -

(a) it concentrates resources in growth centres in such a manner as to have the maximum spread effect.

(b) they take into account linkage as between the growth centres.

A pilot research project in growth centres was implemented as a centrally sponsored scheme during Fourth Plan period. The scheme envisaged the setting up of a total of 20 research and investigation cells to evolve techniques and the methodology for the development of emerging and potential growth centres by providing social and economic overheads in delineated areas in terms of a carefully prepared inventory of local needs.

A major development in recent years has been the increasing role that the banks have been called to play in the socio-economic development in our country, particularly, after the nationalisation of the major banks. Before the introduction of social control and nationalisation, the banks were mostly concentrating in the urban or metropolitan centre and their involvement in the planning was somewhat limited. Now the concept of planning includes a combination of budgetary resources with banking resources. Banks are expected to provide institutional finance for economic development, even in the rural areas. The responsibility for such planning for area development through banking resources has been entrusted to the 'lead bank' which is expected to survey the area and identify the opportunities for economic development. Such credit plans by the banking institutions have to be inextricably and intimately related to the economic plan. The credit plan would provide extension of available banking funds to priority projects and needy individuals - be they small and marginal farmers or artisans. Such a credit plan must consist of economically viable projects since all banking funds have to be used on a commercial basis and have to be repaid with interest by the beneficiaries ... There is a provision for lending by commercial banks at concessional rate of interest under the D.I.R. (Differential interest rate) scheme. Opportunities for use of banking funds would depend to a great extent on the facility made available by the general

development plan in terms of technical assistance, organisational support and infra-structure facilities made available by the departmental and other agencies.

Even before the entry of the commercial banks in rural development, the co-operative banks were actively engaged in rural development. While the Primary Co-operative Credit Societies supported by the District Co-operative Central Banks provided short term credit for seasonal agricultural operations, the Primary Land Development Banks supported by the Apex Bank and the Agricultural Refinance and Development Corporation provided long-term credit needed for investment in land in forms like Soil Conservation, Land Reclamation, Land levelling, Well digging, Horticulture etc. The A.R.D.C. and the International Development Association of the World Bank which supported these projects insisted on the P.L.D. Banks adopting the area development approach.

The District Plans will have to integrate all these different approaches and components within an over all frame work. The following components will, therefore, have to find a place in an integrated district plan:

- (i) Identification and full utilisation of natural resources.
- (ii) Full utilisation of the man-power resources.
- (iii) Building institutions and organisations and using them for maximum productive effort.
- (iv) Mobilisation of efforts of financial institutions for mopping up savings and their productive investment.
- (v) Building up of infra-structure facilities.
- (vi) Identification and development of growth centres.
- (vii) Provision of minimum needs of social consumption.
- (viii) Plan for technological development in rural areas

Each of these element would have to be incorporated in the area or horizontal development planning for a District.

(i) Identification and utilisation of  
natural resources

The natural resources of an area consist of the soil, water, minerals, forests and marine products. In the words of Dr. Swaminathan "Of the highest priority is more intensive work on the preparation of an integrated inventory of land, water, mineral and other natural resources, area by area, and the development of scientific plans for land and water use." A district can conveniently be divided into planning units in accordance with the preponderant characteristics of the natural resources available and for each of such units plans could be devised. Apart from the extent and degree of certainty of rain-fall, the water resources available through the rivers and under-ground water resources will have to be taken into account.

The soils also differ in their characteristics making it possible for different crops to be grown. The black soils are useful for cotton and perhaps wheat and sunflower while the red and light soils are good enough for millets and groundnut specially if the land is somewhat sandy. Thanks to the discovery of new varieties of short duration seeds, it has been possible to grow more than one crop in a season. It is possible also to scientifically analyse the soils by taking soil samples. Cropping pattern and planning will have therefore to be made on the basis of a comprehensive understanding of soil, water and climatic conditions.

Just as an understanding of the soil resources is possible through soil survey and soil testing, the availability of ground water resources can also be assessed by ground water survey which is now being carried out comprehensively throughout the districts. The district plan, therefore, must take into account the ground water resources and programme the number of wells - dug or bore - that could be attempted on the basis of this water potential. In areas under major irrigation projects, conjunctive use of water resources can be attempted.

Planning for agriculture will have to be supplemented by planning for dairy, horticulture, sericulture, fishery and other supplementary occupations.

In all coastal areas and with large rivers and ponds, fishery development planning has to be attempted.

Developing planning whether for agriculture, animal husbandary or fishery has for reaching backward and forward effect. Thus, for planning for agriculture development, it is necessary to plan for a series of inputs like seeds, fertilisers, pesticides, implements etc. Planning for horticulture also requires supply of saplings, suckers etc. Planning for dairy requires supply of pedigree animals, artificial insemination centres, forage and feed for animals, veterinary services etc. Similarly, planning for production must be accompanied by planning for marketing storage and processing or else planning for production may face frustration.

It has been recently realised that planning for agriculture must also be the planning for different groups who participate in farming viz., large farmers, small farmers, marginal farmers, tenants and agricultural labourers. It is first of all necessary to identify the farmers belonging to the various groups and pay special attention to the small and marginal farmers and agricultural labourers. To the latter, both for supply of inputs and sale of output as well as for productive operations special facilities on a group basis have to be provided. They have to be brought into the main stream of production.

The above analysis will show that though agriculture falls within the primary sector of the economy, planning for agriculture and allied productive occupations involves planning for secondary and tertiary sectors in addition to planning in the primary sector. Agriculture development necessarily involves development of marketing and agro-processing industries, development of industry and supplying of agricultural inputs and development of social enterprises like marketing and distribution, banking and insurance.

#### (ii) Full utilisation of the man-power resources

If land is the first factor of production, labour is the second. Labour i.e. man-power resources need to be developed and utilised in a planned manner so as to get the maximum productive benefit from the skills and talents of the man-power. All the strength, the skill and the capacities of the man-power have to be fully utilised. It is true that most of the man-power is engaged in agriculture and possesses only traditional skills. But different agriculturists do specialise in different types of operations, there are some groups who specialise in horticulture, others, in sheep and dairy development etc. All these traditional skills have to be identified and will have to be further developed through a number of short duration training courses in modern technology, educational tours of the farmers and agriculture extension.

At the same time skills of artisans will have also to be identified so as to make use of them for modernising agriculture. Agriculture requires new implements. These are not available but could be locally manufactured. The traditional artisans should be trained, organised and financed for production and supply of such agricultural implements like improved bullock cart, or seed and fertiliser drill, or the various implements required for re-shaping of land in irrigation command areas.

The technology of the future will demand collective action techniques by farmers in a village or a watershed for efficient adoption of modern/ of Farmers and artisans must be trained in techniques of collective management so as to make the maximum use of man-power and natural resources.

Education has spread in rural areas and more and more educated man-power is now being available in the country side. Educated man seems out of place in rural surrounding. However, if properly motivated and re-oriented, he could be an asset in the rural areas. If the farmers' sons are educated in agriculture or Veterinary services they could be direct agents of change. Development plans may make use of the services of such educated men and after giving them necessary training put them into tuse in implementing the programmes of rural development. Unfortunately, there is less of advanced agriculture education, and more of general higher education which is being availed of by the farmers' sons. But even here, the farmers' sons though qualified with general degrees may work to build up rural institutions like agricultural work shops, co-operative societies, tractor and distribution centres etc. rather than jostle for clerical posts in the cities. We must make full use of the knowledge of the available talents of the rural people. It has to be borne in mind that the industrial revolution was ushered in Great Britain not through the efforts of modern scientists out through the innovation of machinist and artisans.

- (iii) Building institutions and organisations and using them for maximum productive effort.

The entire development process may be looked upon as the end product of the efforts of individuals and institutions. A net work of institutions are needed to initiate support the development process. In the process of local planning the institutions which are to play a prominent role are the following:

- (a) At the village level, the village Panchayat, Primary Co-op. Society for the newly set up Farmer's Service Society and auxiliary institutions like the Youth and Womens Clubs etc.
- (b) At the tehsil/block level, the tehsil/block development board, land development bank, branches of commercial banks, taluka agricultural produce marketing society, the Agricultural Produce Marketing Society (ADMS) etc.
- (c) At the district level, the Zila Parishad, or District Development Council, District Central Cooperative Bank, Commercial Banks etc.

Each of these institutions has a definite role to play and each must prepare a development plan for its own area of its activity. Thus the Village Panchayat, the Tehsil Development Board and the Zilla Parishad or the District Development Council have to produce general development plan while the co-operative and the commercial banks have to prepare credit plans. The marketing society and the Agricultural Produce Marketing Committee have to produce marketing plans. Finally, Youth and Womens institutions and similar other institutions may prepare their plans limited to their purposes.

In addition for the city and town areas the corporations or the municipal councils have to produce plans for their areas and where there is the linkage effect, an integrated town and country plan must also be prepared.

- (iv) Mobilisation of efforts of financial institutions for mopping up savings and their productive investment.



The role of credit plans as complementary to the economic plan and the planning to be undertaken by the co-operative and banking institutions has been mentioned earlier. The co-operative credit institutions sometimes look upon themselves as mere lending institutions, channelising the credit reimbursed by the higher credit institutions reaching right up to the level of the RBI and the ARC. The commercial banks work only in a limited area around their centre. As a result no attempt is made to assess the income generation in the local economy and the savings of the local community. The banking institutions must make an attempt to mop up savings that could be generated in the rural economy which in turn could be recycled through investment for the development of the economy. Such a complete circulation process consisting of income generation, savings, investment and further generation of income has yet not been attempted for the rural economy, by the banking institutions, though it is a vital part of an integrated horizontal plan.

(v) Building up of infra-structure facilities

Development of agriculture, industry, marketing, processing and financing of an area is not possible without the the infra-structure of roads and electricity.

Road plan consisting of the national and state-high way, inter-village communication and village roads must be prepared and implemented in a phased manner. In the absence of such an integrated planning it is seen that roads are taken and left half-way with stacks of metal lying unused. Another example is that even large villages surrounding a marketing centre remain unconnected by proper communication. Irrigation development is not possible without ayacut roads. Transport is rightly considered to be the crucial factor in the development of the economy. The green revolution in the Punjab is attributed not only to the productive effort but also to the existence of a good net work of rural communication.

Rural electrification is crucial for agriculture development, industrial development and improvement of the style of rural life. While some areas have been fully covered through rural electrification many others are in much inferior position. Regional and local planning should bring out such regional disparities and correct them.

(vi) Identification and development  
of growth centres.

The concept of hierarchy of centres has been discussed earlier. The nodal points in the rural economy consist of city and town marketing centres which many a time coincide with the taluka headquarters but would also include other municipal towns and large villages in the areas. A forward looking plan should be prepared for each of the centre so that they provide the focus of the development of the area around such centres.

(vii) Provision of minimum needs  
of social consumption

All the items dealt with so far, have aimed at the development of resources of the local economy. As these resources develop, they would automatically facilitate availability of goods and services and would provide gainful employment. However, in addition to the individual consumption of goods and services there are certain items which are of the nature of social consumption and which have to be provided through general development plans. These items of social consumption include drinking water facilities, schools and health centres. These have vastly expanded in recent years and it is time to cover the areas which have been left out in the past.

(viii) Plan for technological  
development in rural areas

The scientists have realised that the research in science and technology should not be carried merely on an all India basis but it is high time that the research is undertaken at the local level.

All these eight components must form necessary part of the local development plan. But these are complementary components. Each component no doubt must be developed as an item in its own right, but each must also be integrated with the other components. For example, development of natural and man-power resources should go together but the development of these resources would require infra-structure facilities and various other services and hence the plan for the development of natural resources and man power resources must develop along with the plan for infra-structure facilities. In all aspects of integrated development, institutions like Panchayat and Co-operatives, have to play a crucial role.



Such horizontal district plans cannot be formulated without certain degree of expertise in the technology of planning. It was felt that it would be difficult for a busy administrator like the Deputy Commissioner/Collector under continuous pressure of day-to-day work to find adequate time necessary for formulation of such a plan.

Attention was, therefore, given to the strengthening of the District machinery of planning by the appointment of the District Planning Officers and training them suitably in the techniques of district planning.

The person appointed as a district planner must combine within himself both academic and administrative talent. This is not easy to obtain.

Though the concepts of an integrated plan for local areas as analysed, have not been unknown, we have yet to succeed in preparing an integrated development plan. We have to make continuous effort to get over the weakness in the planning mechanism, which have taken many forms. A lot of statistical data is generated but it is not always upto-date, and even when it is available it is not assimilated and linked up with design of development, because of the lack of capacity in the use of statistics in an intelligent and meaningful manner for development planning. There are District Statistical Officers at the District and Taluka level but they are engaged in the routine tasks of compilation of the data and sending it to their headquarters. They should be trained and motivated to use the data for local plan. The statistician must make himself useful to the administrator and the planner. But the planner and the administrator must have also the capacity to use the data. Apart from the officials like the Deputy Commissioner, the District Planning Officer and the District Statistical Officer, the other participants in the district planning machinery viz., Panchayats and Co-operative Institutions, have never taken interest in a rigorous process of local planning. Indeed, this indifference to local planning has to be found in the local community itself. The district headquarters have a number of educational institutions and competent people, students and teachers, natural scientists, social scientists and social workers, but unfortunately very few have taken interest in the development process and planning of their area. Thus the administrative machinery, the local Government institutions and the leaders of the local society have not been as keen about the local horizontal planning or spatial planning as they ought to have been. They have to come together on the planning forum and combine their intellectual power and thinking faculties with their intimate knowledge of local area and community to formulate scientific development plans.



# DISTRICT LEVEL COORDINATION IN INDIA

( The Madras Experience )

S. N. Sadasivan

In the recent times, inventive research has evolved several tools and techniques to aid and simplify the process of management. Nevertheless, a major management function which becomes increasingly complex and still demands a great amount of personal skill and ability is of coordination. In the traditional pattern of administration as government, which normally resists innovation and where conventional methods are largely employed for the purposes of coordination, efficiency is more desired than realized. As an organization assumes more and more functions to achieve its varying or increasing objectives, it has to be suitably modified or restructured to facilitate effective coordination.

In the rapid proliferation of governmental activities in the country, on account of the economic and social commitment of the State to the society, the function of coordination has assumed a new dimension and greater importance.

The system of administration that exists in Madras (Tamil Nadu) is closely identical to those of other States but, unlike its counterparts, it has earned copious encomiums for its efficiency and has evoked caustic comments against its conservatism. From a logical standpoint, this situation would seem to be somewhat incompatible, for in the modern context of management revolution, administrative conservatism is

considered to be hardly capable of producing operational efficiency. A closer view, however, will reveal that the critics are less justified than the lauders because in the post-Independence years, the administration of Madras has undergone observable changes without departing from traditional values.

As elsewhere in the country, in Madras too, the mainstay of administration is the district. The entire process of district administration of Madras is the gradual outcome of a policy of territorial consolidation astutely conceived and efficiently executed by the East India Company nick-named as 'John Company', by the old folk of the by-gone days.

#### Locus of the Collector

As a commercial concern avidly wedded to the aim of profit making, the Company, as natural to its instinct, was particular in forming its territories into viable administrative units called districts and in evolving for them, a business type of organizational structure, keeping in view 'effectivity' as the rule and economy as the watch-word.

In ensuring the doctrine of unity, each district was placed under the overall charge of a single executive designated as Collector. In a predominantly agricultural country, where land was the primary source of wealth, he was intended to the

chief land revenue officer and, therefore, concurrently the law enforcing agency of the provincial executive comprising of a Governor and three Councillors acting on behalf of the superior authority called the Board of Directors sitting in England. This three-tier system of administration, however, was not a direct introduction but the product of the experience of several decades acquired through a policy of conscious trial and error.

Although the Company started gaining territory as early as 1765 in the east coast, a proper reorganization aimed at uniformity of district administration was brought about only in the first decade of the last century. In 1786, the Board of Revenue was created to be the supervising and controlling agency of the entire revenue administration of the province bringing, thus, all the district Collectors under its authority and jurisdiction. The requisite regulations for the constitution and conduct of the Board were first made in 1791 but they were executive in nature. In 1803, a set of statutory regulations entitled "The Madras Board of Revenue Regulations I" was enacted and thereby the Board became an autonomous statutory body-collective in responsibility, and exercising control over the chief executive officers of the districts. Since then, the Board of Revenue has passed through an eventful history, successfully overcoming several proposals and moves for its abolition, over a period of 139 years between 1830 and 1969, from sources ranging from the Board of Directors and the



Government of India to the State Cabinet.\* But during this period, the Board has under-gone several reforms aimed at either modifying or expanding its size, power and functions.

The survival of the Board as a subordinate government and its successful resistance against the institution of commissionership for exercising control over the Collectors, are of great significance to the district administration of Madras. Unlike in several other provinces having Commissioners, in Madras, from the very beginning, the Collector has been bestowed with the position and status for all practical purposes equivalent to those of a Commissioner elsewhere and in spite of the rigid classification and proliferation of positions in the administrative pyramid in the later years, he still continues to enjoy a status higher than that of an average Deputy Commissioner of any other State. It has been one of the cardinal principles of the Madras administration to hold the Collector as the representative of the Government at the district level with no personal control or supervision by any intermediate authority and to repose in him such 'trust and confidence' as is necessary to make him a purposeful link between the Government and the people.

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\* Decision to abolish the Board was taken in 1969 by the DMK Government and by the present AIDMK Government.

The attitude of the Board of Revenue has always been to guard jealously the position of the Collector, and it has been uniformly cautious that the exercise of its power of inspection in respect of the district administration should strictly be limited to functional matters. On the whole, it has been the determination of the Government, as also of the Board of Revenue, that the power, prestige and position of the Collector should fully be maintained in the interest of effective administration of the district and these should not be minimized by superimposing a superior called Commissioner. Another important factor that has enhanced the status of the Collector and is weighed against the idea of appointing Commissioners, is the large size of the district of Madras which have through the decades stood the test of administrative viability.

Perhaps, what has more enabled the collectorate type of administration to secure its place, and the Collector, his pre-eminence in the district, is the socio-political attitude of the people of Madras. If the adage, 'a people gets a government it deserves', is true, its corollary, a society gets an administration it deserves, is equally true. Except for infrequent, sporadic disturbances on extreme emotional grounds, the people of Madras have been, by and large, law-abiding and respectful towards established authority. They have a high degree of political maturity and social sensibility to conceive the proper dimensions of cooperation with the

administration and their traditional propensity is to sustain the legitimacy of organized authority which their forebears had conceded, unless their inherited convictions are eroded by a new ideological situation.

For nearly a century and a half, the district was for the masses of people, a quasi-State, and the Collector who was at its helm, therefore, occupied a position of finality in regard to several matters vital to their life in community. In a society where authority and respectability have still strong inter-relations, the administrative leadership of the Collector could translate itself in large measure into social leadership. And with the changing political philosophy of the State, the role of the Collector is also changed to become really a part of the social dynamics of the State.

The transformation of the State from purely an agency administering law and order into a Welfare State disposed to the realization of socialistic goals not only enlarged the functional sphere of the Collector but made him an important instrumentality for promoting orderly socio-economic growth in the State. He has thus been brought in close touch with the common people more than before in a new context of resourceful leadership. A shift in the emphasis of the Collector's responsibility without any reduction in his erstwhile status and position, has now been observable, from the sluggish, old field of revenue to a new area of vigorous productive activities—the development.



It started with the formulation of the country's development programme in the State in 1952. The community development blocks organized throughout the State were, in the inceptive years, directly controlled by the Government but later on, finding that they required more centralized control and personal supervision, they were transferred to the Collector along with a adequate delegation of executive and financial powers..... By the late fifties, the Government had seriously taken up the question of planned development and enacted necessary legislation "the Madras District Councils Act, 1958", which came into force in December 1959. The Act has provided for a District Development Council in each development district\* to advise the Government on planned economic development and democratic decentralization. The Collector is ex-officio chairman of the District Development Council whose membership is comprised of district level officers of all the departments concerned with development and popular representatives.

The chairmanship of the Council has virtually combined in the Collector two types of leadership, namely, the bureaucratic and the democratic for such a foremost objective as the economic and the social well-being of the people of his district. With the Collector assuming the burden of development, the volume of his work has become unprecedentedly heavy and in according him the needed relief and finding him

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\* Every large revenue district in Madras is divided into two development districts.

the required time for his new responsibilities, the Government, in 1960, created a new post of District Revenue Officer to whom was transferred the bulk of the revenue functions of the Collector.

When collectorship was instituted in Madras, the whole Government was carried on by two departments, but today owing to a variety of reasons, the Government has grown into a complex organization of numerous departments and agencies. Consequently, the number of district level officers augmented considerably, but, for the Collector, this development has woven round him, an intricate web of interrelationships and it has focused his place and position both in power and prominence so clearly above the others that his leadership of the administrative fraternity of the district acknowledged by the past, is highlighted by the present. In short, the multiplication of officers at the district level, has only maximized the position of the Collector in conformity with the inexorable bureaucratic truth, singularity thrives in plurality.

In the light of the discussion so far, the locus of the Collector essential for the task of coordination can now be determined.

- (i) The formation of the territorial unit, termed district, with a single executive at its top, is yet a sound principle which ensures the doctrine of unity and facilitates the unity of command.

- (ii) In the broad horizontal trisection of the administrative pyramid, the Collector is given the key position of middle manager with more powers, freedom and importance than an average middle level executive in any other organization. This brings in the advantages of efficient communication, better personnel control, quick decision and prompt execution.
- (iii) The structuralization of the hierarchy has been done so skilfully that notwithstanding the multiplication of vertical lines and the consequent sideward expansion, the Collector still occupies invariably the central place in the district administration assuming functions which gain importance and priority with the changing times.
- (iv) While big districts have their disadvantages from the administrative angle, in Madras their size has been an overweighing consideration that led to the rejection of the idea of imposing a Commissioner over the Collector, as wasteful and superfluous and the retention of the latter's authority unimpaired.
- (v) The Government has always held the Collector as its representative in the district and reposed in him great trust and confidence as a valuable liaison between its top management and the people. It has invariably given unreserved support to all his actions taken in good faith and the Board of Revenue has acted on all

crucial occasions as a veritable defender of his position, prestige and influence. Further, the collective character and superintendence of the Board was a convincing ground for the non-inclusion of an authority like Commissioner in the hierarchical line.

(vi) As in social life and politics, traditionalism in administration too is a powerful force that resists change and maintains the continuing order undisturbed. Upon the logic of yesterday, it builds up justification for today. It insists that what was proved to be a palliative for yesterday must be a panacea for today and what was venerable the other day, must be worshipped today. It seeks to project the image of the past to be the unfailing god and exact obedience and loyalty to that being partly through the pressures of its immortal authority. And there is around the Collector, in contrast to other district level officers, an aura of awesome traditionalism which has a great amount of force and appeal in the official and popular spheres in the district.

(vii) The social attitudes and social beliefs and the political predisposition in Madras are conducive to the Collector's continuing as the central authority in the district administration and greatly favour his prominence and leadership.

- (viii) The change in the role and the shift in the emphasis of the functions of the Collector in accordance with the social objectives of the State, have enabled him to emerge as the key agency for the implementation of the development programme and brought him in a new, dynamic relationship with the people.
- (ix) The appointment of the District Revenue Officer and Deputy Collectors under-designated as Personal Assistants at the district headquarters for shouldering conventional responsibilities of the Collector, has made available to him the time and leisure necessary for applying his mind more sagaciously to important managerial problems. It also strengthened his span of control and made it more definite.
- (x) The augmentation of the district level officers has made the Collector's position more conspicuous and gained for him more importance, both in terms of personality and authority.

#### Focus of Coordination

It is the locus of the Collector at the hub of the district administration that projects him as the principal coordinator and enable him to perform the task of coordination.

Coordination is the dynamic process of bringing together the constituent parts of an organization in harmonious



and active interrelationship, so that each part in its turn would perform its assigned functions within the allotted time towards obtaining the anticipated total results of the whole. It presupposes that the organizational structure is in sound condition, that the division of function is scientific and that the man behind each job is competent enough. As coordination is the art of applying personnel to functions in mutual relationship, the question of span of control is of special significance to it. In a sense, it is a consistent and concerted effort to bring about organic cohesion for efficient operational unity and as such, it demands a high degree of intellectual power and constructive insight to discern the varying psychological trends and emotional conflicts prevailing within the organization and to arrange or group persons in proper interrelationship at different levels of responsibility.

To bring together and motivate individuals of divergent temperaments, attitudes and opinions, require managerial skills of rare quality. On the one side, when coordinative effort would move to help evolve a policy, on the other, it would move to help evolve a policy, on the other, it would be concerned with transmitting, explaining and executing it. Creative intention in the formulation of policy and creative response in its acceptance are essential to successful coordination. The interdependent groups in the organization should be effectively linked by an efficient communication system to be

informed and inspired by an able and enlightened leadership in their daily intercourse. Thus, in a way, the essence of coordination is to be sought in the efficacy of a communication system properly exploited by an intelligent leadership, capable of invoking team-spirit and stimulating the sense of partnership and of timely self-assertion.

It is well-known that specialists and technical experts are often disinclined to accept the line authority unless it is exercised with utmost caution in an atmosphere of friendliness and cordiality. The task of the coordinator will become enormously difficult, in an organization employing specialists, if he fails to develop healthy informal organization and takes to authoritarian logic and archaic criteria of self-esteem. Clear demarcation of the lines and levels of responsibility, correct assessment of the abilities and skills of personnel in relation to the tasks assigned, proper dissemination of information in regard to the purpose and methods of performance, encouraging collaborative thinking, and creation of congenial atmosphere for cordial interactions of groups will smoothen the ground for orderly coordination. A wide range of tools, such as orders, instructions, directions, system of suggestions, manuals, charts, informative material like hand-outs and bulletins, meetings, conferences, staff agencies and formal and informal group discussions, is available for accomplishing the task of coordination, and it is for the coordinator to choose from it the best suitable for his work and to find or forge new ones to meet any deficiencies which he has discovered.



The power on which the coordinator should rely in the normal course, should not be the power of the organization but of organizing, not of his position but of persuasion and not of his reaction but of reconciliation. He must not dictate but be prepared to hear, understand, argue and convince.

#### PHASES OF COORDINATION

The fronts of activities where coordination is to be effected by the Collector in the district administration of Madras, are chiefly four, namely, the district headquarters, the field of revenue, the field of law and order, and the development field, which of course is the foremost because it is here the Collector leads the district level officers of all production-oriented departments and, therefore, the most delicate as well as burdensome part of his responsibility lies. By heading the team of district level officers, the Collector has become indirectly responsible to various line departments. The political executive, for reasons of its own, also contacts the Collector for numerous things the nature of which at best is inferable. All these, while tend to enhance the importance of the Collector, make his responsibility, by and large, amorphous and to a large extent unenforceable.

New functional burden for the old organizational structure is a chronic ailment of the district administration of the country that Madras has attempted to cure only in part. The progressive changes it has brought about in the district, are

mostly in the field of democratic decentralization and are either supplementary or substitutional in substance. If the main object of coordination is to provide organic cohesiveness and soundness for the evolution of policy and its systematic execution through a series of decision-making, there must be structural adequacy to satisfy the functional demands, and the division of responsibility should be so specific as to make its location and fixation quick and certain. Even the structural modifications that Madras has effected by supplanting the time-honoured District Boards, which were undoubtedly a successful experiment in local self-government, with the new District Development Councils, have neither contributed much to the organizational expansion nor solved satisfactorily the intricate question of responsibility.

#### District Headquarters

In most districts before 1940, the Collector had all alone applied himself to the job of coordination of the revenue administration for he had no assistant of gazetted rank to share the burden with him. In fact, the purpose or advantage of this gazetted ordination still remains partially obscure, and the concept yet fostered in the Indian administration that only officers can shoulder responsibilities, needs to be re-examined, especially in the light of the instructive experience of two departments, viz., the Posts and Telegraphs, and the Railways,

The peak years of World War II, had brought for the Collector his first gazetted assistant and with the beginning of the development activities, the number of the post was increased. Today, in the headquarters, the Collector, as also the District Revenue Officer, has on an average the direct assistance of three gazetted subordinates on the revenue side, and has one exclusively under him for panchayat development.

Any programme of coordination should first include the central office and be executed there, It is the matrix of all administrative process and unless it is set in order there will be dislocation and disorder in the subordinate offices and field units. Confusion in the central office will create conflict in the subordinate offices. The collectorate is the control room of all field operations, the nerve centre of communication and the seat of authority and leadership of the district, and coordination there, is a prerequisite to the coordination in other areas. A wellcoordinated and efficiently run central office is the public guarantee of effective district administration.

The Personal Assistants on the revenue side have no territorial functions or field duties, and they carry out intersectional coordination within their respective spheres of responsibility at the district headquarters. Social customs and administrative courtesy have combined to generate a climate in the Madras collectorates, ideal for mutual assistance and mutual subordination among the equals more so among the

Principal assistants of the Collector, that hardly any special effort is necessary on the part of the Collector towards coordination at their level. Nevertheless, in view of the importance of the central office, he cannot adopt a complacent attitude and has to exercise personal supervision on its working, if the process of coordination is to be successful. Due to his multifarious responsibilities and frequent tours, it may not be possible for the Collector to review periodically the functioning of all the branches and principal sections of his headquarters and he should have to rely on delegation more by working arrangement than by formal orders, to keep them alert and steady with their performance. But as practice stands, on the revenue side in particular, the burden of coordination is shouldered by the Collector's near-equal at the central office, the District Revenue Officer. While the purpose of the creation of the District Revenue Officer is obvious, it would be a sound proposition if the District Revenue Officer is made, in more certain terms, the alternate head of the collectorate in the absence of the Collector and is associated fully with his efforts of coordination by the Collector.

#### Field of Revenue

As a middle level executive, the District Revenue Officer has complete and independent control over the statutory matters pertaining to the revenue administration of the district,

and from his decisions, appeals lie only to the Board of Revenue. There is a clear delimitation of functions between the Collector and the District Revenue Officer, nevertheless, the former's ultimate hold over the revenue administration is retained as the authority controlling all non-statutory (general) matters and the initiating officer of the confidential report on the latter. Coordination of the revenue administration, however, cannot singly be done by the District Revenue Officer, despite his functional independence, in the existing duality of the control of the staff and the division of their loyalty. The officers of the immediate subordinate position, namely, the Sub-Collectors (if they are members of the IAS) or Revenue Divisional Officers (if they belong to the State service) are under the administrative control of both the Collector and the District Revenue Officer, while the three personal Assistants, respectively for general administration, miscellaneous matters as income-tax and loans, and land acquisition, are common to both. Again, both are Additional District Magistrates and have equal powers of inspection and for conducting the annual assessment review, like jamabandi.

The machinery widely in use for eliminating administrative bottlenecks and coordinating the revenue activities, is the meeting of the Revenue Divisional Officers and Sub-Collectors which is convened whenever necessary, by the District Revenue Officer, in consultation with the Collector, and over which

as far as convenience would permit, the latter presides while the former takes the second place. Successful coordination in the field of revenue is, therefore, a matter of mutual understanding and agreement between the Collector and the District Revenue Officer and their ability to pull together for single-minded action.

If their formal relations are founded on mutual trust and their informal relations are good, the Collector can safely entrust the whole task of coordination of the revenue side, to the District Revenue Officer extending such support and advice to him as would be necessary for its timely accomplishment.

The revenue administration in Madras is governed largely by four instruments, namely, the standing orders of the Board of Revenue, the instructions issued from time to time by the Board, the Manual of Village Accounts, and the Settlement Manual. The Collector is free to issue, in conformity with these instruments, any instructions or orders which in his own opinion, are necessary for efficient management of the revenue affairs in his district, more especially for coordination.

#### Law and Order

A heavy responsibility which the Collector has been bearing through the various vicissitudes of the district life,



is of law and order. The problem of public peace and tranquillity is an enormous and complex one in a democracy, as the people who live within its framework have an inherent right to resort to agitational means to force those in authority to be responsive to their demands when constitutional means are either inadequate, exhausted or unsuccessful.

Bureaucratic memory is prodigious, for autocratic methods in democratic situations and this often leads to untoward happenings which arouse not only social hostility but, at times, widespread mass fury. If the bureaucratic antenna is sensitive enough, the feelings of people can be understood in time and conveyed to the appropriate quarters for adequate relief, and the possible popular challenges to law and order can be converted into productive energies.

The Collector is ex-officio chairman of several voluntary social bodies and advisory committees in the district, and if he utilises his personal knowledge and good offices at the right time, he would be able to settle amicably the issues which might otherwise prove to be explosive.

There are quite a few occasions when popular passion had yielded to the tactful persuasion of the Collector and thereby use of force was rendered a primitive and immoral weapon. The ability of the Collector in maintaining law and order will largely depend upon his ability to feel the pulse of the social forces in his district. Nevertheless, in a rep-

representative democracy where several organized groups are constantly active, the political executive, both as the ultimate authority responsible for public peace and security and as a part of the sensitive organ- the legislature--- to which it is answerable, cannot leave the question of law and order entirely to the different district authorities to be tackled in different manner and spirit but will have to formulate an integrated approach to it, working out uniform policies and devising methods and techniques for their civilized enforcement. Consequently, the police has been reorganized in Madras reinforcing the authority of the Deputy Inspector General of Police (Range) and providing it with State-wide network of radio communication and a fleet of fast moving motor vehicles.

The hierarchical position of the Deputy Inspector General as the immediate superior of the Superintendents of Police of one range, comprising of a few district, has evidently strengthened his departmental line. The role of the Deputy Inspector General as the authority supervising and controlling the Superintendents of Police and as a regional coordinator and his direct answerability to the Inspector General of Police, have tended to weaken the authority of the Collector in relation to the Police. The Collector of the City of Madras has little responsibility in respect of law and order which is the business of the Commissioner of Police assisted by the five Deputy Commissioners, one each for law and order, crime, traffic, traffic Planning cell, and

central office management (headquarters administration). The Commissioner of Police is also concurrently the executive District Magistrate for the city.

The Reserve Armed Police of the State is headed by a Deputy Inspector General, and so is the Criminal Investigation Department. Unlike the Deputy Inspector General (Range), the Deputy Inspector General (Reserve Armed Police) and the Deputy Inspector General (Criminal Investigation Department) have jurisdiction over the entire State. A Reserve Armed contingent of ten platoons commanded by a Reserve Inspector, corresponding to the rank of a Circle Inspector of Police, is kept at every district headquarters under the direct control of the Superintendent of Police who is responsible to the Deputy Inspector General (Range) for regular line functions and at least notionally to the Deputy Inspector General (Reserve Armed Police) for the upkeep and use of the armed contingent.

In all, the Criminal Investigation Department has only two Superintendents for the whole State, and it is represented in the district by an Inspector who is under the control of the Superintendent of Police but who may, at times, report directly to his superior in the line on such matters as are exclusive to his department.

The restatement of the policy of law and order on an all-State basis at the level of the political executive, the supervision, control and coordination of the district police by a supra-district police authority as the Deputy Inspector-General and the loyalty and allegiance of the Superintendent of Police to his superiors, have, if not enlarged the freedom of the Collector in dealing with the problems of law and order, certainly lessened the responsibility of the Collector in regard to the police. However, by protocol formalities, like the Deputy Inspector General's calling on the Collector on his arrival in the district for any official purposes, the Collector's locus standi in relation to the police is more or less technically maintained. Manifestly, the tendency to act independent of the Collector and to minimize his authority by pretensions of greater attachment to their superiors, is gradually but steadily growing with the police. It is interesting to observe that law and order is a question entirely between the Collector, the police and the Government, and the Board of Revenue which keeps supervision over the Collector on a wide variety of important matters, has no say in it.

It was argued during the days of the separation of the judiciary from the executive, between 1946 and 1953, that with this long overdue reform, if carried out, the law and order situation would worsen, raising rapidly the number of crimes.

The fear was only bureaucratic, and although the Collector ceased to play the triple role of policeman, prosecutor and judge, he was made Additional District Magistrate with preventive and executive powers. His subordinate officers, the Revenue Divisional Officer and the Tahsildar were also made concurrently First Class Executive Magistrate and Second Class Executive Magistrate, respectively. The position and powers thus conferred on the Collector retained his capacity in dealing with the problem of district security in general and the police in particular.

The Police standing orders vest unequivocally in the Collector the control and direction of the district police for the preservance of law and order. It is incumbent upon the Superintendent of Police to keep the Collector informed of the state of peace in the district, and the line of action which he proposes to take from time to time to preserve it. He transmits a report confidentially to the Collector on the crime situation in the district every fortnight and routes his tour-diary to his official superiors through the Collector. It is the duty of the Superintendent of Police to bring at once to the notice of the Collector, felonious offences committed within the district and any apprehended breach of peace. In the annual confidential report on the Superintendent of Police, which the Collector is empowered to send directly to the Government, an assessment of his performance, especially of his dealings with the public, is recorded by the -

Collector. Judicial pronouncements containing structures or adverse comments on the police are sent to the Collector to be suitably acted upon. The Collector is the chairman of the District Jail Committee and sub-jails are still under the supervision of Depty Tahsildars, his lower most line subordinates. With all these, in the new set-up, the Collector's relationship with the Superintendent of police demands a great amount of tact and caution.

The Superintendent of Police is the line authority who control all the three district units of the police and the direction and coordination of all field operations are practically in his hands. The loyalty that he commands from his force and the allegiance which he owes to his departmental superiors are factors which the Collector cannot ignore and directives which they receive through two different communication channels. Equations of power and personality do have a tacit say in their official relations.

Coordination of law and order cannot successfully be done if a single major element in the machinery, functions erratically or in a way as to produce friction. A competent Collector will, therefore, use his locus with the calculations of a strategist, the self-possession of a philosopher, the dominance of a charismatic leader and the informality of an intimate friend so that there will be created in the police, the necessary psychological preparedness for the instinctive acceptance



of his authority. The difficulties arising from the possible power equation between the Collector and the Superintendent of Police are easily overcome, if the former is capable of developing his informal authority to stabilize and to assert unassumingly his formal authority. Once this is achieved, coordination in the field of law and order will be a smooth, wholehearted cooperation under the overall direction and control of the Collector.

However, it does not seem to be prudent on the part of the Collector to depend entirely on the police for information pertaining to the possible social disturbances or threat to public tranquillity in his district. Caught in the meshes of laxity, indifference, underrating, light-heartedness, overconfidence, evasive tactics and even hidden defiance, the police might, at times, fail to appreciate the gravity of an eruptive situation and inform the Collector at the appropriate time. It is, therefore, all the more necessary that the Collector should organize an intelligent system of his own, independent of the police, by carefully developed social contacts and opening avenues of healthy public relations. This will be of immense assistance to the Collector for the efficient maintenance of law and order and more so for coordination.

#### Development

The largest single area with a host of functions and a huge staff consisting mainly of district level officers of

various departments, where the Collector has to take direct responsibility of coordination is of development. Most of the functions in this sphere are technical in nature and most personnel are specialists either by training or by experience. The major part of the coordinative work in development is confined to the field. In order to accomplish the coordination of field operations, the Collector must gain personal knowledge of local conditions and the functions of each field agency and an intimate or an informal acquaintance with the field supervisors and be prepared to acknowledge himself as a leader of the equals. He would then be able to bring the various operating units in the required degrees of physical proximity, in an inspired atmosphere of team spirit and mutual understanding imbued with the resolve of realising the objective.

The Collector's leadership in relation to development, as already pointed out, has two phases: the bureaucratic and the democratic. His bureaucratic leadership has the full and firm support of the Board of Revenue which controls important functions, like transport and food production, highly relevant to development. Several standing orders of the Board of Revenue make it mandatory on the part of the district level departmental officers to render assistance and technical advice to the Collector in his capacity as the head of the district administration, when called for.

The democratic phase of his leadership is emphasized by his new responsibility with regard to democratic decentralization and development. While each viable village has a Panchayat and each block, a Panchayat Union, there is no self-governing institution at the district level. Representation, however, is given to Panchayat Unions on the District Development Council presided over by the Collector who is Inspector of Panchayats. The revenue personnel at the village level collect for the Panchayat, the levies it imposes and make available their services in village level planning. Similarly, it is the block development staff under the Collector who assist the Panchayat Union in chalking and carrying out development programmes. The Collector renders necessary advice and guidance to the Panchayat Union for its programme implementation and arranges through various departmental agencies the requisite supplies towards this purpose. He intervenes in the differences and disputes that arise between Panchayat Unions with a view to settling these amicably. The budget of the Panchayat Union is scrutinized by him before it is sent to the Government for approval. Membership of legislators on the District Development Council is a great asset to the Collector's personal leadership and enables him to secure people's participation in the development activities.

As the head of several social service agencies, such as District Harijan Welfare Committee, District Red Cross Society, and District Prohibition Advisory Committee, the Collector

gains further ground for consolidating his leadership and finds additional channels of social cooperation and social intelligence for development. Coordination of programme implementation at the village level and block level is achieved by a process of harmonious interactions and constructive responses between the four main agencies, namely, the Collector's revenue staff, the Panchayats, the Panchayat Unions and the team of block personnel within an integrating communication system and under the pragmatic vigilance and guidance of the Collector.

The constitution of the District Development Council has been so versatile that in practice it can be used for three purposes: (i) as a statutory body to advise the government on planning and development (ii) as a substitute for district level representative institution, and (iii) as the principal machinery for coordination of the district administration.

The District Development Council consists of three broad categories of members, namely, representative officials, specialists and technical experts and administrative personnel. The first category consists of Members of Parliament, Members of the State Legislative Assembly, Chairman of Panchayat Unions, Chairmen of Municipalities, and Presidents of Central Co-operative Banks belonging to the district, and in the second category will fall officers, such as District Agricultural Officers, District Education Officers, Executive Engineer

(Public Works Department), Executive Engineer (Fuel and - Power), District Engineers (Highways and Rural Works), District Engineer (Operation and maintenance), District Engineer (Electricity Board), District Health Officer, District Medical Officer, District Village Industries Officer, District Publicity Officer\*, Assistant Director of Fisheries and Assistant Agricultural Engineer, Deputy Registrar of Cooperative Societies, Revenue Divisional Officers, District Employment Officer and the Personnel Assistant (Panchayat Development) to the Collector, are of the administrative category. Although there is no rigidity about the number of members, it is found varying ordinarily between 60 and 80\*.

Being composite, the Council has to make conscious efforts to reconcile the diverging attitudes and outlooks that are within and to obviate the possibilities of emotional conflict. The presence of a large number of specialists poses the problem of acceptance of authority and catering for their ego-needs to obtain the best out of them. The membership of

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\* This post has since been abolished by the DMK Government owing to its party affiliation.

\* The District Development Council is not a body parallel to the periodic coordination meeting in other States convened by the Collector and wherein obviously to his chagrin attendance of departmental district officers is often arranged through proxy of the status of a head clerk or a personal assistant. As a statutory body, membership of the District Development Council is neither transferable nor presence there in can be realized by deputising.

legislators is likely to increase the sensitivity of the Council and produce such phenomena as groupism, political pressures and questions of precedence. Similarly, the dead-weight of the bureaucratic vices can frustrate the democratic elements and defeat the purpose of their inclusion. The plurality of lines controlling the district level officers tend to increase the chances of choking the communication channels or confusion resulting from cross-communication. Varying departmental loyalties might likewise encourage individual officers to receive instructions from and report directly to their headquarters overlooking the proprieties desired by the Council and the general authority of the Collector. The multi-functional nature of development and its extensive field work might give rise to unanticipated management problems, tension among personnel and disalignment of operations. These probabilities can be averted only by an inspiring leadership endowed with a vigorous intellect and resourceful mind both of which are too rare an attainment in bureaucratic life.

As has been indicated, the social agreement behind the Collector's role in development is so positive that legislators irrespective of party affiliations, have been fostering an encouraging attitude towards the District Development Council. As a matter of fact, it is the social opinion articulated by the people's representatives that at times gives courage to the Collector to face difficulties and bring about accord between place and plan project.



In regard to technical matters, the Collector is normally guided by the concerned experts but at times he has to direct his efforts to realize reconciliation between them. It has been an established practice of the Madras Government to accept the advice of the expert in technical matters and, except in extra-ordinary circumstances, it has not upheld the objections of even the Board of Revenue against such advice. Although, as a rule, the services of the experts of several departments at the district level are placed at the disposal of the Collector, the differences between them and the Collector are referred to their immediate line superiours and if such differences are not resolved thereby, they are further referred to the government through the respective departmental heads for final rulings. The test of the Collector's ability in coordinating the views and opinions of technical personnel lies in not allowing the relevant matters to get out of his hands. Assured of an atmosphere of genuine democratic spirit and devoid of impersonal coarseness, the team of experts on the District Development Council may prove to be a real 'brains trust' or a socio-technical intelligence to the Collector.

The responsibilities of development have put additional strain on the Collector to relieve which two measures are adopted by the Government. Firstly, as early as 1956, the Government got enacted "The Madras Collectors' Delegation of

Powers Act, 1956" which empowers the Government to delegate any statutory function of the Collector to his Personal Assistant. Secondly, the Collector is given the services of a new Personal Assistant (Panchayat Development) to whom the Collector can leave a good deal of paper work according to his discretion. Being a member of the District Development Council, he is also used for liaison work in the field of development. More delegation as it mitigated the functional burden of the Collector, has put more stress on coordination, because the best results of delegation are always the reward of better coordination.

The Chief machinery of coordination, the district Development Council, is as well as a deliberative body representing the various interests, institutions and departments in the district. It enables the Collector to get a more realistic picture of local conditions indispensable for field coordination and to know more fully the feelings and opinions of the people. The district technical officers freely exchange their ideas and views on issues and jointly endeavour to clear the ground for action and explore avenues of cooperation. They discuss their departmental instructions relevant to their functions with a view to adjust with one another in their implementation. Differences are ironed out by mutual agreement reached under the guidance of the Collector and the difficulties envisaged are obviated by finding out appropriate solutions. Place -

and nature of functions, types and methods of operation, timings and durations of operations are thought out in adequate detail and the role of each agency is precisely determined so that the Collector is fully equipped for functional and territorial coordination. Along with development matters other departmental questions relevant to the administration of the district are also discussed and their relations reviewed from the perspective of coordination. Decisions of the council are taken almost unanimously or with the maximum agreement and the share of their execution is specifically fixed.

The Collector makes available the services of his administrative machinery for removing impediments and correlating activities, whenever necessary, and the presence of the Revenue Divisional Officers in the Council is of added significance as they are a convenient channel of field communication and a principal agency in field coordination. Disagreements persisting between technical experts are resolved in private by the Collector. The progress of implementation of programme is reviewed by the Council in the light of the views expressed by individual members and the line of action is finalized towards speedy completion of the unexecuted part. As the chairman of the District Development Council, the Collector is entitled to all departmental communications pertaining to planning and development and may have more or less the same range of tools, as are available at the State headquarters, for coordination.

Over and above the meetings of the District Development Council, the Collector may convene special meetings of the district technical heads for discussing particular matters or for reaching an agreement on points of difference or finding out a common solution helpful to coordination.

On the whole, the problem of coordination at the district level in Madras is a growing and complex one but it can hardly defy solution provided the organization is modernized to suit the task in view and energised by a vigorous communication system, and the tools and men are employed on the basis of the right tool for the right man and 'the right man for the right job' by the leadership. As an organization expands, functions multiply and delegation becomes heavy, the problem of coordination will tend to be greater and greater in magnitude demanding expert attention. The questions naturally raised in Madras in this context are : Cannot the institution of Collector be dispensed with as it has outlived its utility? Cannot the line departments themselves undertake the work of coordination? and, Cannot development be left to a team of experts to be guided, motivated and controlled by a democratically elected leadership? The questions are indeed pertinent enough and the answers will be found in the social will and political preparedness but even then to leave the police, an instrument to be used, to be its own user will be disastrous to democracy.

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## POLITICS AND DISTRICT ADMINISTRATION IN INDIA\*

S.N. SADASIVAN\*\*

ADMINISTRATION has ever been the main instrument for regulating the ways of society. In democracy, although politics, administration and social structure are apparently divisible, they often tend to interact so intensely as to make the distinction between them merely theoretical. As a representative system, democracy seeks to bring the people and the administration closer to each other through the working of its two main instrumentalities of institutional importance, namely, political parties and pressure groups. Its constitutional structure provides for competitive politics and facilitates the elected majority in the legislature to assume control over the administration legitimately. The civil service is created, protected and regulated by political doctrines to be strictly a neutral force, to preserve the

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\* The writer recollects the discussions he had on the theme with a number of Collectors especially Mr. P. Subramaniam, a former Collector of Poona and Mr. V. Balasubramanian Deputy Commissioner, Bangalore.

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common stock of parties and groups contending for power.

The grassroots politics of democracy takes a definite form to be an integral part of the national politics at the district level. Therefore, in constitutional countries, district or similar territorial unit is an important region both from political and administrative angles.

#### DISTRICT ADMINISTRATION IN THE PAST

From the historical perspective, district administration in India was designed to resist political activities and political pressures rather than to generate a climate to enable local social forces to resolve political conflicts in the larger interest of society. In facilitating the introduction of their system of administration, based on the rule of law, the British modified the then existing pattern to the extent necessary to make it really effective primarily for the purpose of realizing land revenue and enforcing law and order. The centralization measures they had taken in building up a prefectorial model district administration in a feudal bureaucratic society, yielded quick dividends from the angle of their imperial objectives but the consequences of such measures could be abated to some extent only with their programme of participation of

Indians in the administration and with the introduction of local self-government. However, important functions and powers of the District administration remained intact in the hands of the Collector who as the head of the district and the representative of the Government in the district, was also authorised to exercise supervisory and regulatory jurisdictions over all activities in his territory and exercise residuary powers according to his discretion.

Politics was indeed a minor affair in the district until 1920 and important Indian political leaders being of high stature and having imbibed the values of western liberalism established a rapport or equation directly with the British rulers either of the provincial or Central level. As a result of the pattern of relationship they evolved, the influence that was allowed to be exercised over the district administration was from the aristocracy friendly to the British power in India. By and large, influence by this aristocracy was employed in the preservation of its interests and for securing honours and titles from the British Government. However, with the rapid development of politics and political parties between 1920 and 1940, the district administration was increasingly brought into the field of politics, not to associate the people with its activities,

nor to provide positions to political leaders, but as a machinery to control political activities and the law and order problems arising therefrom.

Although policies for the maintenance of political peace was largely formulated by the Government, the district head was assigned an independent role in their implementation. Except in large cities and provincial capitals, the responsibility for the maintenance of public tranquillity was directly shouldered by the Collector whose discretion in this matter was as wide as his freedom. For 25 years prior to Independence the district administration was constantly confronting political forces in the country rather than being influenced by them.

With the advent of self-government, the role of the district administration was so changed that on the one side it had to be loyal and obedient to a new political executive, the members of which under the flag of the Congress often in the past defied its authority, and, on the other, to deal with political parties outside the Government and their agitations organized as an element of national political culture. And in course of time when the Congress launched mass political campaigns in the States where some non-Congress parties were in power, the district administration

had to perform one of the most difficult and delicate tasks of maintaining social peace under the vigilant eyes of the Central authorities.

The responsibilities brought about by the institution of a full-fledged democracy were hardly capable of effecting a major change in the structure of the district administration except for the panchayat raj especially in Maharashtra and Gujarat in place of the old local self-government consisting of taluk boards and district boards. Although in theory the relationship between the Collector and other departmental district officers entered a new flexible phase, it remained more or less as before in theory. In the new democratic process, the district administration has not only to be responsive to the various demands of the people but also has to be accommodative enough to admit social groups, political parties and other organized bodies for the purpose of entertaining their appeals and representations either on their behalf or on behalf of their clientele or supporters, approaches or help-seekers.

In democracies, pressure groups are constantly on the move for the promotion of their interests and they have, of late, attained institutional importance. In their interaction between political parties and Government, they have been

also able to provide some of the best political leaders and governmental executives and take up the causes of less effective groups. However, in India, except the communal ones, they are, on the whole, not well-organized nor yet equipped for a regular institutional operation and, therefore, they tend to habitate themselves in major political parties for achieving their objectives. Paradoxically, some of the political parties like the Republican Party of India, in view of the environmental constraints and social limitations, are forced to function as pressure groups. As a result, at certain levels, more obviously in the district, it has become difficult to distinguish clearly between the manifestations of political influences and pressure group activities.

#### DISTRICT-AN IMPORTANT POLITICAL UNIT

Generally, political parties in India, save some of those believing in revolutionary ideologies, have taken the district as an important unit of their organization and, therefore, it is a part of their operational strategy to establish a close proximity with the district administration. As champions of the causes of common masses, parties have a responsibility to represent their grievances, redress for many of which can be obtained from the district office. For obvious reasons, the pattern of influence varies from State

to State, although identity can be found between the matters for which parties compete among themselves and intercede with the district office. By and large, the political influences on the district head are determined by the following factors:

1. The attitude of the party in power, especially its political executive, towards administration and administrators.
2. The number of Ministers, MPs and MLAs elected from the district and their stature and local prominence.
3. The number of political parties and their standing and strength in the district.
4. The types of issues with which the political parties are concerned and their relation or relevance to the causes or demands of the people in the district.
5. The capacity of the parties for mass mobilization and the emotional strength of the people to respond to the call of the parties. In other words, the agitational potentials of the parties in the district.
6. The powers and functions of the Collector and his general ability to bring about social reconciliation.
7. The reputation and personality of the Collector and his social disposition.
8. The position obtained by the party leaders in their informal relations with the Collector or the equations they have established with him.



Due to the free functioning of political parties, the increasing awareness of the people of their rights and the training undergone by the civil servants, the district administration not only realizes that political intervention and influences are facts of official life in a responsible Government but admits that they are, at times, necessary, and perhaps even inevitable. Apart from furthering their own vocational interests, politicians as representatives of the people have a responsibility to solve their problems and redress their grievances. The masses in India are still the victims of illiteracy, ignorance and fear, and in the continuing absence of voluntary social agencies, only well-organized political parties have the strength and courage to espouse their cause and fight for their rights.

Of course, on account of the past, there is still an area of harboured distrust and disregard between politicians and the district office but it is gradually transforming into one of mutual understanding and esteem. In States like Kerala where several opposition parties could remain in power for fairly long periods, political leaders are fully aware of the difficulties of administrators and tend to appreciate their points of view, especially on a contested issue provided they are supported by cogent and adequate reasons. Again in smaller States like Kerala where normally pressures are applied directly on the political executive even for relatively small

matters, the district office is less frequented by local politicians. However, Ministerial intervention with the Collector is of a different kind. Ministers both of the Centre and the States directly contact the Collector for getting things done either for their constituents or parties and unless he has enough political sense, tact, patience and reason and capacity to present his points of view, he may create situations for a confrontation or may be forced to take wrong decisions. Nevertheless, as political heads of departments, Ministers are, on the whole, inclined to appreciate the difficulties of the Collector provided the matters of their intervention are not directly related to their political interests.

#### PURPOSE OF POLITICAL PRESSURE ON THE COLLECTORATE

Although the purpose for which political pressures are applied on the Collectorate cannot exhaustively be enumerated or foreseen, they can be broadly classified as follows:

1. Postings and transfers of employees belonging to Class III and class IV services.
2. Appointments to Class III and Class IV services which are temporary and short term especially in States like Kerala, Tamil Nadu and Karnataka.

3. Appointment of Government pleaders and prosecutors in States where it is done on the recommendations of the Collector.

4. Issue of licenses for fair-price shops in States where the district supply officer is under the control of the Collector and the Collector has the authority for it.

5. Dropping of action taken against smugglers of essential commodities particularly foodgrains in border districts and against hoarders and black-marketers.

6. Settlement of local issues in which political parties have taken sides.

7. Eviction of illegal occupants of Government or private land and allotment of surplus land in rural areas and house-sites and plots in cities.

8. Relief in times of emergencies such as drought, deluge and famine.

9. Acquisition of private property for public purposes.

10. Facilities for political activities and withdrawal of cases arising from political conflicts.

Mostly, convenient postings and transfers are sought through political channels by the employees who could not establish proximity with key district office personnel or who have more contact with political leaders. Even in the district headquarters where proper registers for postings and transfers

are maintained, Collectors are approached for more advantageous transfers often on less convincing grounds, and if not injurious to some other employees, the intelligent and tactful among them do not find any harm to their prestige in ordering such transfers. However, friction is a possibility where the intervening political elements fail to appreciate the justness of the transfers ordered by the Collector on disciplinary grounds. In this respect the persistency of an influential or important Minister can cause considerable damage to the disciplinary structure of the district office and erosion of the authority of the office of the Collector.

Ministers, of course, may step in to stop transfers motivated by personal prejudice or vindictiveness because administrative correction in the interest of justice and fair-play is the responsibility of the political authorities and, if it is not done at the appropriate time, the accumulating frustration may prove to be fatal to the morale of the employees, more so at the lower levels of the Government. Enforcement of discipline must be fully in conformity with the principles of justice.

Although the power of the Collector to make appointments to subordinate positions is limited all over the country, it differs from State to State. Its variation and the levels of unemployment are the two factors that enable

one to gauge the political pressures exercised over the Collectorate in the matter of appointment. Politicians are a class who normally thrive by full promises and partial performance and they have to placate a number of social groups especially in the field of employment. A major national problem to be solved in all developing countries is unemployment and every political party is programme-bound to solve it to the satisfaction of the people.

Normally those who approach politicians to secure temporary jobs in the Collectorate or a clerical or non-technical position in a cooperative business or a cooperative hospital, under the control of the Collector, are persons who have little scope elsewhere and been environmentally handicapped, and politicians cannot ignore their appeal for help. If the Collector and the political leaders alike realize their social responsibility to the unemployed, some useful criteria for recruitment can amicably be evolved taking into consideration the efficiency required in the district office and the weightage to be given to the backward sections. Where the Collector proved his impartiality and determination to go by the merit of job-seekers for their selection, hardly has there been any political intervention, while undue favour shown to a candidate or a nepotic inclination on the part of the official often provoked strong political reaction. However, occasions are not few when the Collector has to surrender his

best judgement in the matter of appointment to expediency under Ministerial pressures. As unemployment becomes more and more acute, it is a common phenomenon that higher and higher influences will come to the aid of seekers of smaller and smaller jobs. Thus in Kerala, Ministers belonging to various parties sometimes personally indicate their choice to the Collector for temporary appointments to Class IV cadre.

Recommendations for appointments to the posts of the district Government pleader and, prosecutor are, however, no easy task for the Collector. Besides political parties, powerful communities vie with one another for obtaining these posts for their qualified members because these are influential, prestigious and remunerative by the social standards of the district. In smaller States, it is quite often possible that Ministers might have already informed the Collector of their preferences and, therefore, he is compelled to articulate his recommendations as unbiased to escape from local criticism. However, a discriminating Collector has not failed to sponsor the names of the deserving candidates while gracefully accommodating the Ministerial nominations in the descending lines of the list.

Obtaining a licence for a fair-price shop to a locally influential person is a big favour a political leader can do in stabilising his importance and hegemony in his district.



politicians invariably take up the cases of the rejected applicants with the Collector and at times organize agitations or protest demonstrations in order to pressurise him to concede their claims. With the introduction of co-operatives for the sale of controlled commodities although competition for individual licenses is weakened to some extent, party affiliations have led the co-operatives to compete for cornering the supplies of more popular items in their motive for bigger profits. They also find politicians' help indispensable to cover up the irregularities and lapses, and the failures to comply with statutory requirements. In all these cases the Collector has to withstand enormous pressures if he has to enforce the concerned rules and regulations.

Smuggling is, in fact, an illegal movement of goods from a less profitable market to a more profitable market. While it is a violation of the man-made laws, its success is on account of its compatibility with the trend of nature respected in a free market economy. Within the country the propensity of every State is to encourage in-smuggling of essential commodities which it is short of and discourage their out-smuggling. Mostly inter-States where detection of smuggling is left primarily to tahsildars and sub-inspectors

of police, the smugglers escape effective action due to intelligible reasons. Anti-smuggling operations in States like Tamil Nadu and Kerala are under the direct control of the Collector and once he detains a vehicle (normally a truck or a lorry) with smuggled foodgrains, there can be expected political intervention to free the vehicle and its crew and to shield the men behind its movement. Foodgrain smugglers like hoarders and blackmarketers, are an easy and liberal source of finance for political activities and, therefore, parties, irrespective of their ideologies and affiliations, are interested in getting them out of the hands of law. If their intercession with the Collector does not yield result, they attempt to bring Ministerial pressure upon him. Often parties contact the Collector through their Ministers and if he is not resilient and cautious enough to vindicate his action, he may not be successful in defending the cause of law.

It has now become habitual with political parties to take sides on all issues arising in their neighbourhood and support the contending groups, in stabilizing and consolidating their social base and to obtain financial gains or means of subsistence for their local full-timers. As the authority for the maintenance of public tranquillity, the Collector has the responsibility to bring the conflicting groups to

compromise or take action against those who violate the law to the benefit of those who seek its protection. The disputants normally come to the Collector backed by their respective party full-timers and their issues range from elopement to encroachment. They try to enlist the support of their leaders and Ministers and they demand the indulgence of the Collector according to the strength they mustered. It is not unusual for a Collector to receive instructions on telephone from a Minister as to how to act in a particular case and unless he has inexhaustible patience, power of persuasion, a sound personal strategy and high integrity, the independence of his judgement may not entirely be in favour of justice where it is due. When the intervention is without the support of Ministers, the social temperament of the Collector is a great asset to his discretion and freedom to bring the disputants to an agreement on the lines suggested by him.

Political leaders are themselves directly interested in the allotment of surplus land in the rural areas and plots and house-sites in towns and cities and they are approached by people of all walks of life to get suitable allotments. Generally party leaders tend to give priority to their own needs and to the requests of their relations and supporters in their approach for allotment of land. As land reform is at present

entirely within the purview of the States, a party in power in a State is in full control over the distribution of the available land there.

In States where the demand for surplus land and the pressure of population on land are not too heavy, the Collector has been given powers to distribute the private land above ceiling and the vacant land belonging to the Government. However, the powers of the Deputy Commissioner (Collector) and the Assistant Commissioner (Sub-Collector) in Karnataka to distribute land upto the limit of ten and six acres, respectively, were transferred to the land tribunals, upon their formation. In Kerala and Tamil Nadu the Collector still has the authority for land allotment but it is often used under Ministerial directions. The land tribunals in Kerala are administrative courts headed by junior officers of the rank of tahsildar and they have powers under the Kerala Land Reforms Act not only to adjudicate land disputes but transfer the ownership of private or public land to the occupants.

The ceiling in the northern and western States are higher than that of the southern States and the task of redistribution of surplus land is not very complicated there. Further, due to political tackling of the problem in some of these States, the Collector's role is simplified to a great

extent. However, in States where the main burden of distribution of land and allotment of plots and sites is placed on the Collector, he has to develop an enormous amount of both political sense and skill to prove his impartiality and to admit the claims of the really deserving. The eviction of illegal occupants from both private and Government lands is indeed a very complicated task for the Collector.

In States where militant political parties have a popular base or well-trained cadres, illegal occupation of vacant and forest land is encouraged by them as a part of their strategy of expansion and demonstration of their programmatic honesty or ideological sincerity. In Kerala about a lakh of well-organised members of the powerful Catholic Church with the support of the Marxists occupied extensive areas of forest and temple lands in the closing fifties and early sixties and the occupants themselves organised into a new political party of left orientation and traditional religious affiliation. The 'land grab movement' started by the communists, the socialists and the Republican Party of India on a national basis, however, was not difficult for the district administration to contain, especially in the Congress-ruled States.

Eviction involves a major human problem and a Collector with concern for the welfare of the community cannot ignore

all its implications and consequences. In evictions, especially mass-evictions, the encroachers have the defence of political parties and are likely to get immense public sympathy. Even if their displacement is for the utilisation of the land for public purposes, their demands will be land for alternative settlement and liquid resources to start a fresh living. Sometimes their resistance may gain widespread public support and their cause may get more attention from the legislature than expected. If the Collector has the support of the political executive, his task of eviction can more easily be performed by evolving solutions acceptable to all sides, including, if necessary, reconciling with the situation. The Collector can, however, be effective with his eviction plan provided it is imperative, the political executive is neutral and he has explored the means at his disposal to convince the parties concerned of the reasonableness of its purpose. Nonetheless, pressures against eviction exerted on the district administration are from a number of sources and invariably heavy. It is a question on which even the most indifferent citizen has to make a comment related to the functioning of the district administration.

Although reaction against acquisition of private property for industrial or public purposes is not so widely manifest as in the case of eviction, political influences are exercised



on the district administration by the affected property-owners in various ways either for excluding their possessions from acquisition or for getting a higher assessment for their property than the prevailing market value. Small owners who have their land and dwelling, often find out local contacts to mediate between them and the lower officials engaged in acquisition and if they are unsuccessful, seek the help of politicians to represent their case before the Collector or political parties to agitate to get them justice. In some States, parties have been successful in persuading either the district authorities or political executives in reversing the decision of acquiring private property if thereby a number of poor families has to suffer. On the other hand, where they have been satisfied with the justness of acquisition for public purposes or common welfare, they have not extended their demands beyond alternative space and shelter for the affected. In avoiding undue hardship to the common man, Collectors, well disposed to social needs, consult the political and social leaders and collect the intelligence necessary for assessing the consequences of acquisition in advance.

Exemption from acquisition is normally sought by influential persons who are regarded as important to political parties and if the Collector is successful in harmonising the purpose of acquisition with the interests involved, his administrative talent may have a wider acknowledgement.

Natural calamities like famine, flood and drought demand prompt mobilization of resources and energies of the district administration and it is in these contexts that the Collector finds the cooperation and assistance of the political leaders of his district, particularly the MPs and MLAs, most essential. People's participation in the implementation of the programme drawn up to fight natural calamities will be freely forthcoming provided their representatives have a role in its formulation. At times to serve his political objectives or to get a favoured treatment to his constituents, it is not unusual for an MP or an MLA to claim his district or taluk as drought or famine affected and it is the responsibility of the Collector to verify the conditions there, before he concedes the demand for relief operations. Even if the findings of his enquiry officers are to the contrary, unless he visits the area with the MP or the MLA, and is prepared to make a convincing report to the political executive, there is every likelihood of the legislator making public allegations or complain to the concerned Minister against the Collector.

If the Collector has to extend his social influence necessary for administrative effectivity and secure popular support to his programme implementation, as far as possible he should not discriminate between one party and another in providing facilities for political activities except in a

situation beyond his control. Similarly, prosecution against political workers for violations of law may be launched irrespective of their party affiliations and, of course, with an intention and readiness to adjust with the future course of events. Both in the extension of facilities for political activities and prosecution of political activists, the Collector has to be pragmatic enough to adjust with the realities to avoid the exertion of influences and to uphold his administrative ethics based on the concept of the rule of law.

There are several other purposes for which the political power seeks the assistance of the district administrative machinery. The more flexible a district administration proves to be in the context of democratic values and discipline, the greater will be the proclivity of politicians to use it for their ends. However, an ideal equilibrium between administrative objectives and political influences can be established in a democracy where there is an effective and responsible opposition and the ruling party has reconciled to the idea of alteration of power as the most inviolable rule in the ethos of democratic life.

## POLITICAL INFLUENCE ON ADMINISTRATION

On the whole, the Collectors of the various States are of the view that of the matters for which politicians intervene or intercede with the district administration, some are just and some are unjust. However, they are conscious of the fact that the contact of politicians with the district office enables them to understand the problems of the people in different dimensions and depths and to determine the extent of popular base each political party has in their districts. It also gives them opportunity to assess the abilities of individual leaders and perceive the nature and implications of the problems for which solutions are sought.

The prevailing opinion in the district offices is that the local leaders of the Communist Party of India, the Communist Party of India (Marxist) and the Bhartiya Janata Party are trained and well-equipped to present the cases of the people with data painstakingly collected and facts and figures cogently organized. In a district where the Congress is divided into two factions, it is habitual with them to support rival claims in a dispute by demonstrating Ministerial loyalties and the task of the Collector in bringing them to an agreement is indeed arduous and he may have to face invisible set-backs and hidden hindrances as he proceeds with it.

Political influence in a democracy is inescapable for any administrator. As the ethos of democracy enables society to mould a party system capable of alternation of power, there will be greater possibilities for the preservation of the doctrines of civil service namely, neutrality, anonymity and continuity to minimise and legitimise the political pressures upon the district administration.

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## Criminal Justice Administration in the District

By

Professor V.N. Rajan

### District Criminal Justice Administration and the Five Year Plans

The administration of criminal justice in the district is responsible for maintaining peace, controlling crime, punishing offenders and generally ensuring that the law-abiding citizen is able to go about his business without let or hindrance from lawless elements in society. It is the fulcrum around which all other aspects of district administration revolve. The police, the prosecuting agency, the magistracy and the correctional services have to play integrated roles in this. What happens when the criminal justice administration becomes dysfunctional and fails to integrate with the overall administration was exemplified in a barbaric fashion at Kanpur in December, 1977. It was a clear case in which labour militancy combined with administrative inertia led to a situation in which extremists among labourers seized a factory manager and his accountant, gouged out their eyes, pushed iron rods deep into their rectums, hammered steel bars inside their ears and pin cushioned their abdomens with sharp edged weapons before finally killing them. Before the police could belatedly control the situation, nine workers had to be shot dead and fifty wounded by rifle fire.



Purpose and direction are given to development in the district by means of the District Plans which are the ground work for the State plans and the National plans. By a peculiar concatenation of circumstances the departments and agencies responsible for criminal justice administration in the district are outside the pale of the plans. They are NON-PLAN departments. This has meant that as far as allocation of financial resources to these departments is concerned during the past 35 years these have been receiving step motherly treatment. It is true that sizable amounts of money have been expended for the modernisation of the police forces in the country but these have not had the desired impact on the district criminal justice administration owing to special reasons.

First of all, they were not matched by corresponding expenditure on updating of procedure and modernisation grants to courts of law. Secondly, the Government of India's contribution under this head to the State Governments was meant to be a catalytic agent which, it was expected, would be buttressed by matching grants from the State Governments and these latter would be sustain the flow of funds when the Central contribution tapered off. In the event, these expectations were not fulfilled, with the result that towards the end of the '70s modernisation schemes of the police in many States came to a grinding halt when the Central grants stopped. They have since been revived with fond hopes that their effect will be better hereafter but it is too early to hazard a guess about the future. Thirdly, research, in-service training

and optimal utilisation of personnel have gone by default very much at the district level. Police officers who are trained by institutes like the IIPA, ICFS, SVP, NPA are rarely utilized by State Governments to give further training and update training procedures to officials at subdivisional and thena levels, so much so that as far as the citizen is concerned, he meets at the cutting edge of the administration official dom: that is raw, rough' and unsophisticated. Besides, precious little is done by way of study of the special problems of the districts which vary from State to State and region to region. The Research Methodology course which several officers undergo is practically entirely wasted on their return to the States. Again, as against 3046 police officers who have undergone inservice training during the decade ending December 1982, the number of judicial and magisterial officers who have been exposed to such training is only 634. It has also to be mentioned in this context that in choosing officers to be sent for inservice training adhocism rules the day. Inconvenient officers, those whom the State Governments find it difficult to fit into any available berth, those who have to be pushed to find a place for a "convenient" person are normally selected for inservice training. These are not the persons from whom the optimal best can be obtained after training.

The net result is that criminal justice statistics, community crime prevention programmes, enquiry into cases of delay in offenders being brought to justice, probe into reasons for acquittal of criminal cases, reasons for the absence of interaction inside the criminal justice system itself, intersectoral planning, victim-witness assistance programmes, victims support schemes, improvement in the working and control over prosecutors, ratio of actual occurrences to reported cases in respect of criminal offences, criminal victimisation of harijans, tribals and women in particular areas, extent and impact of drug trafficking, gilded crime and its implications in terms of leakage of resources, police perceptions, magisterial perceptions, implications of trade unionism in the district police and the armed police battalions, man hours of work spent by the Police in crisis management, VIP security and crime prevention, damage to public property from political agitations these are but a few of the major heads under which accurate information based on empirical research is lacking and so streamlining of district criminal justice administration has gone by default.

#### Victimological Perspectives

It is a parody on the hiatus between human ideals and achievements that when a system or machinery is created to serve a certain purpose, the men behind the machinery of the system on whom it ultimately depends for the successful functioning and achievement of goals become the agents of self-deception in forgetting the purpose for which the system or machinery has been created.

Eventually what happens is one misses the wood for the trees. This is what has been happened to the administrator of criminal justice in the district.

After all, crime and punishment are not mere litigative exercises and are more than punitive imprisonment and other penalties. Law must not only provide for social defence by penal process but grant reparation to the victim of crime either by judicial or semi-judicial process. The truer remedy for a wrong committed on an individual is the removal of the damage suffered. Even though such damage may not be compensable as in the case of murder, the administration has a duty to see that as much of it as is governmentally remediable should be remedied. Our district criminal justice administration makes no pretence even to recognise the problem.

The emphasis on focalising the victim and his problems is a sine qua non of any social welfare society. If the victim in the wake of an offence is left to himself, in many cases it leads to situations which are hardly in the long range interest of peace and tranquillity in society. The likelihood cannot be overlooked that the fall-out of the offences spawns conditions conducive to anti-social or criminal behaviour on the part of the victim(s) and/or their next-of-kin. See, for instance, what has been happening in some of the villages in Haryana and Andhra Pradesh. With the liberalisation of the law in respect of bail provisions, persons accused of murder get released on bail when the trial is

on. When they return to the villages, the next-of-kin of the victims of the murders feel that there is no justice and so in many instances the offenders are done to death as an act of vengeance. This leads to a cycle of offences. It is a problem which legal sophistication has been unable to overcome. It is hardly necessary to add that in the event of violations of law the criminal justice system is not only constrained again to intervene but also is obliged to shoulder the responsibility of such law violators during the period when they are in custody or undergoing imprisonment. This underscores the need for timely and effective remedial measures including succour to the victims of crime.

Besides, the emphasis on the scientific study of the victim and related issues also offers several added advantages. Firstly, the gravity of the offence can be better determined by ascertaining as to how the victim feels about it. This is what is generally missed in the process of 'labelling', based on legal codes. Secondly, since the focus is on the victim, his background and the situation contributing to the crime, dependable generalisations about the causes behind the crime become possible to make. Thirdly, by evaluating the personality and behaviour of the victim, and by looking into the offender-victim relationship, it is possible to identify broadly individuals or groups who are the likely targets of the crime or similar crimes. Fourthly, victimological studies provide a more reliable estimate of the crime-situation obtaining in the country by gathering information not only on the crimes reported to the police but also on the unreported ones. It is



no exaggeration to say that no one has any idea as to what fraction or percentage of actual crimes that occur is reported to the police or otherwise unearthed by them or any other agency. Fifthly, such studies are likely to bring about a balance into the research on crime problems by dispensing with the stereotypes commonly associated with the criminal and his victim. Sixthly, such studies serve a valuable heuristic, diagnostic and prognostic function. Lastly, victimological studies may facilitate the chalking out of a viable preventive policy as it would provide valid and comparative estimates of the gravity of different offences and the ensuing damages.

Crime is increasingly being recognised as a major problem of national and international dimensions with repercussions and ramifications which extend beyond national frontiers, hampering the socio-economic and cultural development of people and jeopardising the legitimate enjoyment of human rights and fundamental freedoms. At the present time, it is neither possible nor feasible to establish general causal relations between criminality and development because both are very dynamic concepts for which there are no precise sets of universally accepted and standardised pointers. Nevertheless, it is increasingly realized that changes in the socio-economic structure of life styles and cultural patterns resulting in economic growth and social change do affect deviance and criminality. Its contributory factors need not be analysed here.



In the absence of productive legitimate objectives, it is easy for unemployed and underemployed youth to choose unorthodox short cuts to wreak their vengeance arising from frustration on society. When large numbers of people with different backgrounds and origins in a culturally pluralistic society come to live together in urban and industrial concentrations without the benefit of real community life which is so much required for relaxation and release of tensions and stress, members of such groups lacking in social cohesion or family support tend to seek diversion in deviant conduct.

The resultant crime poses a real threat to social and economic progress, distorts national goals, impedes their attainment and prevents the optimised use of national resources. The consequent costs that society has to pay is the incalculable totality of suffering, trauma and financial losses to the victims of crimes and their next-of-kin, enormous expenditure on public security measures and protection of private enterprises, a sense of fear and anxiety and the sacrifice of tangible values as personal security and freedom.

There is a realisation in many countries now that criminal justice is too serious and complicated a matter to be left exclusively to the kind mercies of the functionaries of the Criminal Justice System. The inter-disciplinary nature of planning and action required for crime prevention, which derives from the interplay of economic, social and cultural factors, requires that a part from drawing crime prevention planners from various disciplines,

its successful functioning calls for the collaboration of the entire community. But in India the ante-diluvian perception of exclusive police responsibility in tackling criminality continues to hold away. The inability of legal codes and procedures to keep up with the increasing demands that social changes call for in effect tends to make the criminal justice system virtually obsolete. This hiatus between the expectations of society on the one hand and the other can be bridged only by popular participation in crime prevention at the district and sub-district levels. An important step to bring that about has to be legislation for victim compensation.

#### Community Crime Prevention

Community crime prevention and the enlistment of the maximum possible support to it from the consumer, namely, the citizen to whose needs the system is meant to cater are important planks from which behaviour modification has to take off.

- Caring for the young citizen at the pre-delinquent stage, helping him and preventing him from slipping into delinquency and criminality
- ensuring fairplay in one's own dealings with the public,
- caring for the victim of an offence,
- helping him to get out of the trauma of crime victimisation
- encouraging him to cooperate with the criminal justice agencies,
- reducing and minimising the inconvenience of court attendance,

/ one hand and law and criminal justice on the

- finding out ways and means or of doing away with harassment which existing court procedures and cross-examinations involve,
- mobilising voluntary agencies and enlightened citizens to help in the preservation of values for which the system has come into existence,
- imbibing oneself and inculcating in one's subordinates the scientific temper in investigations,
- eschewing third degree,

these are some of the aspects which deserve to be fostered and encouraged if the criminal justice system is to survive its existing trials and tribulations.

#### Need for Integrated Approach

Even the use of the term "Criminal Justice System" is new in our Country. One hardly hears the phrase coming from the mouth of any leading policy maker or high-ranking jurist. The concept of the functionaries of the criminal justice system viewing their responsibilities as part of an integrated whole, keeping in mind the ultimate purpose for which the system has been devised, namely, ensuring justice to the citizen -is anathema to them. It is true, as mentioned earlier, that policy-makers at the highest level in the Government have sanctioned expenditure of large sums of money for the modernisation of the police forces in the country. These have gone towards meeting the cost of additional modern equipment, like wireless sets and computers,

updating the instruments in forensic science laboratories in various states and improving transport and to some extent, housing for the rank and file of the police forces. Yet even in this respect, progress has not been uniform and today there are some States in North Eastern India where there are no forensic science laboratories at all and in the Country there are hundreds of police stations which do not have their own transport.

Even in areas where these facilities are provided, courts of law have been permitted to suffer for want of elementary amenities like typewriters, copying machines and infrastructural essentialities like adequate accommodation for judges and magistrates. It is true that the independence of the judiciary has been conceptually promoted and upheld but such a desirable ideal cannot exist at lower levels of the magisterial hierarchy on a diet of fresh air. This is one of the principal spheres of the criminal justice system in which the absence of coordinated policy has worked havoc.

Again, apart from enunciating the general principle of separating the judiciary from the executive and appointing public Prosecutors and Assistant Public Prosecutors for the conduct of prosecution, no method has been devised to ensure that reasonably competent and talented manpower gravitates to that branch of the legal profession so that the interests of the poor complainant, the victim of an offence, are protected and looked after by the custodian of that interest, namely, the administration.

### Delay in Criminal Justice Administration

Delay is the bane in the administration of criminal justice in most districts in India. The problem is not uniformly bad in all States. Northern India is much worse than the South in this respect. Justice delayed is justice denied. So the problem needs an analysis in depth.

First of all, there is delay in reporting on the part complainant. Secondly, there is delay on the part of the investigating agency, namely, the police, and thirdly, there is delay in the court.

As far as the complaint is concerned, delay arises mainly from ignorance, lack of confidence in the system and fear. These cannot be overcome by any instant solution. Educating the public through victim witness assistance programmes and victim support schemes dealt with elsewhere in this paper, raising the general educational level of the population who suffer from crime victimisation and a general qualitative uplift in the performance of the criminal justice system which will automatically improve confidence in the system and its utility and thereby contribute to better and prompt reporting, are necessary.

Delay on the part of the investigators is unconscionable and has to be dealt with on a war footing. The delay on the part of police arises from failure to register cases on the basis of (i) technical reasons like lack of jurisdiction, (ii) inability to arrest the accused and tardiness in obtaining medico-legal



certificates from the medical authorities and expert reports from forensic science laboratories and chemical examiners and (iii) corrupt motives. The jurisdictional reason given by some police officers for driving complainants from pillar to post is hardly even an excuse for not registering a case. The criminal law, as it stands, lays down that if a police officer receives a complaint of an offence committed outside his jurisdiction, what he is expected to do is to register a case straightway and transfer it to the officer who has got jurisdiction. Failure on the part of superior officers to punish subordinates erring in this respect is an inexcusable fault. Punishments in such instances of erring subordinate officers should be deterrent and condign. That is the only way in which sense of responsibility can be driven home to the cutting edge level of the police administration.

It is worthwhile examining at this stage a far-reaching suggestion which is sometimes made - that the powers of investigation of criminal cases be taken away from the police and handed over to an agency which will function directly under the supervision and responsibility of courts. Such an arrangement is in existence in Japan and some other countries and it functions well there but there are several things which operate well there which need not function so well in India. Transplants have a special knack of being thrown out by human and animal bodies unless the receiving bodies are in a mood to accept them. The Japanese are a unique people who have an ethos and a work ethic which can make any system or contraption a working proposition.



I keep an open mind in the matter and suggest a pilot scheme to try it out in a few districts in two or three States in different parts of the country before adopting it for the whole Country.

As far as arrests of criminals are concerned, this is a matter on which much has been said and written. Investigation of particular categories of serious offences should be made the responsibility of special squads in each district and they should work under the control of an additional SP, answerable to the Superintendent of Police at the district level and a DIG (Crimes) at the State level. They should have expertise and thorough knowledge of the criminals involved not merely in areas but in adjoining areas where such criminals have their habitats. Such expertise can be acquired only by intense application over a period of time. If officers are transferred at frequent intervals, it naturally prevents the acquisition of such expertise. Scientific investigation is a fine art and it is not every police officer who has the aptitude for it. Once a person with aptitude is selected and posted and his integrity is proved, he should be permitted to have a tenure for a few years. When special squad personnel are selected and posted, there should be no question of their being disturbed without the concurrence of the DIG (Crimes) whose decision in respect of such postings should be final, subject, of course, to the overall control of the Inspector General of Police. This is linked with the wider aspects of personnel policy. It is worthwhile mentioning in this connection that

personnel policy is a shambles in India and there are not many countries in the world where it is in such a mess.

Medico-legal Evidence

An alarming feature in the functioning of the criminal justice administration is the steady deterioration in the quality of medico-legal advice made available to the courts of law. In the medico-legal cases involving violence the promptness and conscientiousness which used to exist during the 50s of this century seem to have become totally out of fashion. Three decades ago, the issue of a wound certificate by a medical officer who attended on a patient used to be done within a matter of 48 hours and it needed no special prodding from any agency. Now, on the other hand, it is none too uncommon to find the issue of wound certificates being delayed by several months even in simple cases in which a second opinion from the chemical examiner after examination of the contents of viscera or stomach wash is not necessary. Strenuous efforts on the part of station house officers to get these certificates from the medical doctors seem to produce no effect whatsoever. In many States, the matter has received attention at the highest administrative level and State Governments have issued directions to the Directors of Medical Services asking them to pull up their subordinates but all that has gone by default, since they have not been followed up by punitive disciplinary action against erring subordinate medical personnel. Magistrates and investigating police officers are helpless in the matter. The higher police officers and the Health Services Directors in the States appear to be equally

helpless. It is said that in some States the medical personnel deliberately delay the issue of certificates waiting to see how much the representatives of the accused and the complaint are prepared to dole out by way of bribes. It is openly alleged in one state that medico-legal personnel make as much as Rs 6,000/- to Rs.10,000/- per case of murder and that is a state where in some areas the average murder rate per year per district is about 300. From the point of view of criminal justice, it represents a disastrous state of affairs and should be rectified since it is one of the major reasons which has made people lose their faith in the criminal justice system as such. It cuts at the root of all justice and fairplay. Hence it is absolutely necessary to bring in legislation amending the Code of Criminal Procedure. The new legislation should empower magistrates and judges to take judicial cognizance of delay on the part of medical doctors in furnishing would certificates and post mortem certificates and make punishment for defaulters deterrent and exemplary. Mere issue of circulars and instructions by the Directorate General of Health Services is totally insufficient to meet the needs of the situation. It should be possible for the M H A to draft necessary legislation in consultation with the Ministries of Law and Health. As far as corruption is concerned, the need to put it down sternly is so obvious that it is not proposed to go into it in detail here.

After a case has been chargesheeted, delays can take place owing to any one or a combination or all of the following reasons:

- a. delay in the service of processes,
- b. delay in receiving forensic science experts' and chemical's examiner's certificates, and
- c. long and frequent adjournments.

It is not possible to quantify how much each of these factors is responsible for the pendency and delays. Process service by which is meant both the service of summons and the execution of warrants is another police responsibility which appears to have been suffering by default during the past three decades. The courts have been pointing out an admonishing finger at the police for this fall in standards and the criticism is justified.

In the State of Bihar, it is alleged by the judges that scant attention is paid to repeated complaints made to senior police officers by the courts regarding the failure on the part of their subordinates in this vital aspect of their duty. What is the total number of summons and warrants sent out by each court in a district? How many policemen are deputed for the performance of this duty? Is it the shortage of manpower that is responsible for the failure to serve process? Are processes being returned pleading absence of the summonee or warrantee as a matter of course? What action is being taken by the senior inspecting officers of the police to test check the state of affairs in the field as part of their inspections? (This is done as a matter of course by the senior inspecting officers in the Southern States and Maharashtra. Are summonees and warrantees able to bribe

process-serving personnel in a big way? If so, what attention is being paid to curb this evil by the higher echelons of the police administration in the States? These are questions to which no replies have been forthcoming. It does not appear that the research units in the police establishments of the State Governments have made any meaningful study of the situation. It calls for immediate attention.

In States where the forensic science laboratories are under the administrative control of the Inspector General of Police, they function better and the certificates are received quicker. The inference to be drawn from this is obvious. In States where these laboratories are not under the IGPs, they should be brought under them. One item of work in which there is accumulation and consequent delay in most forensic science laboratories is document examination. There is a clear case for strengthening the document examining staff of most laboratories in India and, pending that remedy, it should be possible for the existing laboratories to entrust a part of that workload to the nearest Central Forensic Science Laboratory which exist in Chandigarh, Calcutta and Hyderabad, as a temporary measure.

As far as adjournments are concerned, it is an unpleasant fact that most courts of law are ready to grant adjournments to defence lawyers at the drop of a hat. A study made by the ICFs in respect of Criminal Cases in Delhi in 1981 indicates that in 95 Cases Delhi Courts granted 1404 adjournments in the course of 12 months.



It is certainly desirable to legislate on the subject so that it becomes less difficult to reduce the incidence of crime and the danger of recidivism by requiring speedy trials and by strengthening the supervision over personnel released pending trial. Cutting down the number of appeals to one, laying down legal norms for cross-examination, strengthening the hands of the judiciary and the magistracy in such a way that they do not have to be squeamish about pulling up recalcitrant lawyers, making it impossible to suborn witnesses and giving legal backing to these suggestions - these deserve to be legislated upon by parliament with a view to tone up criminal justice administration in the Districts.

#### Acquithals

Another index of the malfunctioning of the criminal justice administration in the districts and a prime reason for popular apathy and antagonism towards it is the rate of acquittal of cases charged in courts. An acquitted case represents such a volume of wasted effort. It shows that either an innocent person is sought to be arraigned or a guilty person is escaping the clutches of the law. Only one empirical study has been undertaken on the causes of acquittal. That was in the State of Kerala in 1973. The 71 different causes of acquittal brought out by that study are listed in Appendix I.



The most frequent causes were the first 21 among the factors listed in Appendix I. Interestingly enough, there were some cases in which the complainant did not attend court and some in which the complainant even though present, turned hostile. There is nothing to indicate that the complainant and/or witnesses who perjured were ever prosecuted for perjury. In the former composite Madras State, forevery acquitted case the Investigating Officer had to obtain a copy of the acquittal order and submit it to his sub-divisional officer with his comments on the acquittal. These comments were expected to cover two essential points - whether there were grounds for taking it in appeal in a higher court and whether the acquittal was a result of inherent weaknesses in the prosecution evidence or caused by negligence, short cutting procedure by the Investigating Officer or purposive disintegration of the prosecution evidence. The sub-divisional officer would obtain the comments of the Assistant Public Prosecutor as well on this report and then he was expected to bring the matter to the notice of the Superintendent of Police for remedial punitive action based on merits. It is doubtful if such a system exists now in any State. Suffice it to say that it is most essential to re-introduce it if criminal justice has to be restored to its pre-1960 creditworthiness.

Lack of Public Cooperation:

A relevant factor to be taken into consideration in this context is the unwillingness of the public to cooperate with the administration of criminal justice. What the Police Commission observed in 1902 holds good even now: "The people are not generally active on the side of law and order. Unless they are sufferers from the offence, their attitude is one of silent neutrality and they are not inclined actively to assist the officers of the law." This is not something new or special to India. Even educated people who claim a well developed sense of responsibility as citizens, are reluctant and most unwilling to get entangled in unpleasant situations as witnesses. Fear of reprisal in cases where the accused are rowdies or gangsters is widely prevalent both in urban and rural areas. The inconvenience or the ordeal the witnesses have to undergo in police stations and the courts are very many. The witness has to make himself available for interrogation to many officers, who may visit the scene of occurrence. The loss of several days' wages on such occasions especially to those belonging to economically poor sections may be unbearable. When a witness is summoned by a Police Officer u/s 160 Cr PC, he is not entitled to any batta at present. It cannot also be denied that even now the treatment meted out to witnesses in some stations at least, is far from satisfactory. The Law Commission has observed that "it is said that it is not unusual for even persons, who have been eye-witnesses to the commission of an offence to evade or attempt to evade giving evidence. In our view, one of

the reasons for the lack of co-operation is the scant regard which the Police Department pays to the convenience of persons who may offer to give evidence and the general discourtesy and even suspicion with which they are treated. Witnesses should with which receive a far better treatment both when they appear before the police and in court than they actually receive".\* But that is not the whole story.

Another important reason for their reluctance is the inconvenience they have to suffer in the courts. Witnesses are not generally examined in the court on the day of their first appearance. Cases are generally adjourned many times and on all such days witnesses are required to appear. On all such days they lose their valuable time and their wages. It is not very easy for a majority of such witnesses to bear the loss of their income for so many days, to zealously guard and promote justice. They are not even assured of their reasonable travelling expenses and batta. When a witness is summoned and is not examined, he is not paid batta - as if it is his fault. Occasions are legion when the signature or thumb impression of a witness is taken on a voucher by a court clerk or peon and the batta due to him is pocketted by the clerk or peon. Besides, witnesses have to wait sometimes from morning till evening either in the court varandahs or in the shade of trees. Even elementary convenience to persons appearing as witnesses is sadly lacking in most of the subordinate courts. Finally when they are examined in courts, they are subjected to a gruelling cross-examination. According to the Law

Commission "the manner of their cross-examination by the opposing counsel not unoften borders on the insulting and offensive".\*

The Law Commission has further observed about the general discourtesy shown to the witnesses thus, "not infrequently a witness is treated with scant respect not only by the cross-examining lawyer, but even by the Presiding Officer. There is a natural tendency on the part of witnesses to avoid the ordeal of a lengthy and sometimes unpleasant and undignified cross-examination which is so frequent a characteristic of the subordinate courts. Unnecessary rebukes, unfavourable comments upon his demeanour and ridicule in open court if the witness is sometimes driven to give an unintelligible answer, are not uncommon. In our view, this is one of the principal reasons why witnesses shun the court of law and avoid having to give evidence".\*\*

"It needs no psychologist to show that, although instances occur of delayed reproduction, memory generally fades with the passage of time, and that, when a witness is required more than once to recall an event, his act of recall on a subsequent occasion may be merely an imperfect memory of what he said on an earlier"\*. Realisation of the fragility of memory also underlines the need for really speedy trial of criminal cases.

Hence even if the witnesses are honest, because of lapse of time, they may give contradictory versions in court or they may fare unsatisfactorily or the versions may be so bad that the court refuses to believe or accept the evidence.

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\* Law Commission Fourteenth Report page -

\*\* Law Commission Fourteenth Report - 326

\* The proof of Guilt by Glanville Williams - Page 98 & Ibid page-99.

Under these circumstances, it is pointless to blame the people if they avoid the police, the lawyers and the courts of law like the plague. They have been driven to it by the criminal justice administration.

Another peculiar aspect brought out by the Kerala study is that the date of filing of the chargesheet mentioned in the police case diary does not tally in many cases with the court records. A gap of nearly two weeks sometimes, even one month, is seen. It can take place only under either one or the other of two circumstances. Some police officers ante-date the chargesheets to explain away the delay in filing them in courts. (This is done by unscrupulous station house officers when inspections are due by their superiors). The other circumstance is when court officials fail to enter correct dates when chargesheets are received in court. This is done either during the last week of the month or during the last few weeks of the year with a view to window-dress the pendency position. A simple solution to this problem is a statutory order that courts should issue acknowledgments for the receipt of case records from police stations).

When the sample cases were scrutinised it was found that <sup>a</sup> in/majority of the cases the first investigation including preparation of scene mahazars, questioning of eye-witnesses etc was invariably done by Head Constables and not by Sub Inspectors who under the existing regulations, are the investigating officers. Sub-Inspectors merely verify the first investigation on subsequent dates. Another feature noticed is that not even in a single



instance could the sub-inspector who verified the first investigation find out any lacuna either in the preparation of the mahazars or other records or in the mode of investigation done by the Head Constables. In all cases the Sub-Inspectors invariably have underscored the investigation done by the Head Constables. They have just written that they went to the scene, verified the scene mahazars and other records prepared by the Head Constables and that they tallied with the facts. They have also written that when they questioned the witnesses they have the same version as they gave to the Head Constables and hence they are not recording separate statements. It is pertinent to note here that the courts have pointed out various defects, in such mahazars and statement of witnesses. Quite obviously the Sub-Inspectors visits and verifications were fictitious.

Another major casualty noticed is continuity in investigation in a majority of the cases. It is seen done by various officers. Mostly it is due to the unbridled transfers of Sub-Inspectors. This is where politics enters into day-to-day administration to the detriment of efficiency. When the case diaries are scrutinised, it is found very often that cases are registered by Head Constables. Most of the Head Constables do not have sufficient knowledge of law. The Sub-Inspectors avoid recording First Information Reports. They direct the Head Constables to record the FIR and probably even without reading it sign it. No wonder such Sub-Inspectors cut sorry figures when put in the Witnessbox and cross-examined in court. The blame for the persistence of these practices should be laid at the door of poor supervision.



A few other points which need attention in this connection are following:

First of all, the suborning of witnesses is facilitated by repeated adjournments. So every effort has to be made to avoid it. In the States of Tamil Nadu, Kerala, Karnataka, Maharashtra and those districts of Andhra Pradesh which used to form part of the former composite Madras State, there is<sup>a</sup> rule that no sessions cases will be adjourned under any circumstance whatsoever. Sessions trials in those States rarely go on beyond three months. High courts call for the explanations of the Sessions Judges who adjourn cases or for other reasons are unable to prevent the trial from extending beyond three months. Apparently, there is no such rule or convention in the States of Northern India. In Bihar it is "normal" to find sessions trials pending for two years do not raise any eye brows. UP is not far better. It should be part of criminal justice policy to institutionalise a convention that all sessions cases in all States in the country should be completed in three months. That is a first step. The next step should be to make it applicable to all magistrates courts also.

#### Prosecution weaknesses

This leads on to another important point affecting the criminal justice system, namely, the methods of recruitment, training, standard of performance, administrative and disciplinary control and career prospects of prosecuting staff. Prior to the separation of the judiciary from the executive, prosecutors and sessions cases pending trial for eight years

were all police officers. The Inspector General of Police and his gazetted subordinates had firm control over them. Most of them were qualified in law and practically all of them knew the loopholes of investigation. With the adoption of the Constitution and the separation of the executive from the judiciary, prosecution work came to be the responsibility of public prosecutors in sessions (district) courts and assistant public prosecutors at sub-district levels. The system worked well for sometime in the 'fifties when competent lawyers were available and willing to serve as Assistant Public Prosecutors and Public Prosecutors for the emoluments offered then. But the past three decades have been witnessing a steady deterioration in the standards of performance of the prosecutors in general. First of all, for the emoluments offered it has become more and more difficult to get legal personnel of the required calibre, integrity, capacity and devotion to work. The second factor is a divorce of professional competence from the criteria for selection, a necessary consequence of the increasing politicization of the system. Yet a third factor is the dilution of control and administrative discipline over the prosecutors. During the 'fifties the newly recruited lawyer prosecutors continued to be under the control of superintendents of police and collectors (deputy commissioners) in the districts. But all that has been thrown over board now. Most States have Directors of Prosecution at the State level who are expected to keep watch and exercise control over the work of public prosecutors in the districts and

assistant prosecutors in the tehsils. But control and supervision are not satisfactory. Newly recruited prosecutors hardly receive any inservice training after the first few weeks of their recruitment when they are attached to superintendents of police and other police officers for learning the rudiments of investigation. Inservice training is an essential adjunct of modern administration. Continuing education is a hallmark of any profession and today the problems of change that confront law enforcement mandate a professional response to offer which our prosecuting agencies are unfit. The only organisation that gives inservice training to prosecutors is the Institute of Criminology and Forensic Science in the Ministry of Home Affairs in New Delhi but even here response from the prosecutors is tardy. The prosecutors are all graduates of law colleges and academies. But their courses do not have forensic science in their syllabus. A prosecutor without some knowledge of forensic science will not be able to appreciate, much less present to a court, the various facets of medico-legal evidence.

#### Measures to Improve Prosecution

The strength of any chain lies in its weakest link. As far as criminal justice administration in the district concerned, the weakest link is the prosecutor. Unless the police and the prosecutors develop a strategy of co-operation and understanding for attacking the crime problem, there is no way out of the present impasse. So as a first step, forensic chemistry, forensic biology and serology, forensic ballistics and forensic

photography should be introduced into the curricula of all law colleges and academies in the country. Besides, inservice training of prosecutors should form part of the career planning of prosecutors in every State. Political considerations should be delinked from the recruitment policies in respect of prosecutors. Disciplinary and administrative control over problem should rest with Collectors/Supdts. of Police in the districts.

Another important reason for the acquittal of a large number of criminal cases is directly attributable to lack of supervision on the part of the supervisory Police officers. The very fact that the Kerala Research Team could not get the case diaries of <sup>several</sup> 7 cases reported in 1972 with copies of judgments (the research was done in 1973) and other relevant records goes to show that the judgments are not being carefully scrutinised by the supervisory officers.

#### Socio-economic Offences

The proliferation of socio-economic offences during the past 3 decades has introduced a new dimension to the problem of criminal justice administration in the districts. Some of them, like smuggling are dealt with by specialised agencies like the Customs and Central Excise Department and so on. But offences like blackmarketing and adulteration of food-stuffs, hoarding, dealing in spurious drugs, racketeering in jobs come within the responsibility of the district administration. Malpractices in the distribution of essential commodities fully exemplify

the nature and gravity of economic offences. The demand for cement, edible oils, sugar, pulses, cloth, and other essential commodities far exceeds the supply and hence the scope for unscrupulous persons to indulge in malpractices. It is known that about one-third of the nearly 60 food samples seized by the Food Directorate of Delhi recently were found adulterated or substandard. But this is only the tip of the iceberg. Accurate information in respect of the position in the far flung districts in the country is not available. It is difficult to get valid information from departments of various governments owing to an extremely unnecessary accent on secrecy. Rape-seeds, ice-cream, vanaspati, jeera, black pepper, dhania, dalchini, honey are regularly adulterated by unscrupulous dealers. The commonly used adulterants are kesari dal, red dyes, black-seeds of cotton plants cardamom, Jaggery is used to adulterate honey. The main handicap faced in the enforcement of the regulations in this respect is the inertia of the consumer who in the rural parts is mostly unaware of the law of the subject and of his own victimisation and is faced with the inadequate machinery for test checking adulterated stuffs. Besides, the prosecution of food adulteration cases is a long drawn out affair. Even after the public analyst has declared an item to be adulterated the trader has a right to get it analysed at the Central Food Laboratory in Pune. The findings of the Pune laboratory are considered final. It is clear that law and procedure on this subject deserve streamlining and consumer alertness about victimisation has to become sharper. A dynamic

criminal justice policy meant to set right distortions on the economic front is essential in order to ~~the freedom~~ which ~~the common men in India~~ render meaningful <sup>is</sup> said to enjoy. From that angle the latest legislation passed by Parliament on the prevention of black marketing and maintenance of essential supplies is a wholesome measure.

The absence of a vigilant food and drugs administration gives plentiful opportunities for transnational firms to use citizens of developing countries like India as guinea pigs. Our heavy population, poor nutritional standards under which about 50% of the people live and consequent chronic ill-health are factors that favour such firms and their research workers to distribute the drugs in large quantities in India. The lack of education and awareness among the people at large of the dangers to which they are exposed by untested drugs facilitates such experiments. The general set up in our districts to deal with this type of offences is primitive.

The clandestine trade in psychotropic drugs is in the twilight zone of criminal justice administration of several districts in Bihar, U.P., Delhi and Rajasthan. Its quantum has not been assessed and it has not received the spotlight of publicity it deserves. The staff deployed by the CBI and the Directorate of Revenue Intelligence is inadequate. Unless the district administrations in the four States mentioned above take an active role, the problem is likely to go out of control.



VII

The role of voluntary agencies in Community Crime Prevention Work deserves to be emphasised here. The formation of Victim-Witness Assistance Groups (i) to help victims and witnesses involved in criminal cases, (ii) to rouse popular opinion about the need for victim compensation legislation, (iii) to exercise a soothing influence in areas where communal flare ups are endemic, (iv) to organise consumer resistance to socio-economic offences and (v) to encourage non-institutional measures, like finding employment for released prisoners, to prevent recidivism among prisoners. These measures are bound to tone up criminal justice administration in the districts.

Appendix - I

Compromise between accused and complainant

Key witness turning hostile

Benefit of the doubt given to the accused

Witness faring unsatisfactorily

Contradictory evidence of witness(es)

Witnesses' version disbelieved

Failure of prosecution to prove guilt by clear and convincing evidence

Witnesses not examined

Ingredients of sections not proved

Prosecution evidence insufficient

Prosecution evidence not accepted

Prosecution witnesses are interested witnesses

Contention of accused believed.

Identity not established

Possession of property not proved

Want of sufficient documentary evidence

Legal defects pointed out

Absence of corroborative evidence to support the complaint's version.

Medical evidence not favourable

Prosecution did not prove that it was the accused who did the offence.

Occurrence witness and independent witness dispensed with by prosecution.

Investigating officers not examined

Witnesses not examined despite a number of adjournments

Seizure not made by investigating officer

Truth not brought but by investigation

Police officer's absence in court to give evidence

Prosecution could not prove that the accused was the driver concerned

Defective Mahazar

Want of medical evidence

Witnesses averment that they were not questioned during investigation

Want of direct evidence

Accused (driver) found innocent, conductor found responsible

Recovery not accepted

Witnesses telling false-hood

Civil matter

Prosecution unable to explain injuries on accused

Complainant not examined

Articles not produced for evidence

Independent witness or attenders for recovery not examined

Complainant not attending court

Investigation officer not examined even though many adjournments were made <sup>for</sup> the purpose.

Facts failing to support chargesheet

Complainant turning hostile

Intention of accused not proved

Identification parade not conducted

Investigation insufficiently done

Confession defective

Delay in investigation deprecated

Motive questionable

Circumstantial evidence not believable

Wound certificate not proved

Comparison of material object seized not made by investigation

Expert evidence not obtained

Witness and complainant not sure of property stolen

Police failed to produce witness for cross examination

Cases foisted on the accused

Court acceptance of plea of private defence

Illegal arrest

Failure of prosecution to prove that M os are part articles stolen

Documents not tallying

Result of chemical examination not favourable to prosecution

No evidence of eye witness

No circumstantial evidence

Bad condition of road

Witnesses suppressing facts and giving evidence inconsistently

Version of witness not tallying with mahazar

Witness's impertinence

Alibi not accepted

Homicide disputed

Post mortem report defective

Scientific evidence not adduced



## DISTRICT ADMINISTRATION AND RESPONSES TO CRISIS

- J. N. UPADHYAY

A study was carried out in Northern India with the specific objectives of understanding and analysing the effects of a severe drought situation on patterns of land ownership and land use, employment, income, consumer expenditure, assets structure, migration, indebtedness etc. of rural households living in two select villages. An attempt was also made to study the changes, if any, in the social relationship and adequacy of relief measures initiated by public authorities in the affected areas. The scope of this paper, however, would be limited to understand the adequacy of relief measures and attendant legislations and the response of the district administration to the crisis generated by severe drought.

The study revealed that the drought resulted in substantial loss of production, employment of labour in general and employment of hired labour in particular, fall in income, adverse qualitative and quantitative changes in household consumption items, distress selling of meagre asset holdings, forced borrowing etc. However, response to this critical situation by public authorities and the relief measures, thus initiated, were found to be inadequate.

The study highlighted that the population in the two sample villages had to face the drought and its attendant consequences largely on their own. No voluntary agency or



organization reportedly came forward to offer the required assistance. At least this is what the research team learned during the course of the study. The cooperative society just could not do anything worth mentioning. The private money-lenders, landed or landless, thus took full advantage of the situation causing further misery to those households who were left with no alternative other than distress selling of their assets and forced borrowing.

The government functionaries at the village, block, tehsil and district levels did not act as they ought to have. The study area being chronically drought prone, drought for these consecutive years, i.e., the 1972-74, ought not have taken the authorities by much surprise. The response to the crisis was rather late. The Deputy Commissioner, Rohtak, wrote to tehsildar of Jhajjar in January 1975 to suspend, for a period of six months, the recovery of government loans and dues in the villages where loss to the Kharif crop was more than 25 per cent on account of drought. This was done in response to the tehsildar's letter of December 1974. So the official machinery stepped in as late as towards the end of the year 1974 when scarcity of food grains and fodder became unbearable for the local population and as such the situation became extremely tense and serious <sup>and</sup> public became restless. It was only now that the tehsildar of Jhajjar, in response to the deputy commissioner's enquiry, reported

that over 50 per cent of the crop was damaged. He also requested for relief measures. In this respect it would be pertinent to point out here that the procedure laid down for providing relief measures to rural people in the existing legislation under the Land Improvement Loans Act (Act XIX of 1883) and the Agriculturists loans Act (Act XII of 1884) was too elaborate and time consuming. As such the delay was reportedly inevitable because the rules framed under these Acts do not entitle the officers at tehsil, block and at district level to provide relief on their own initiative. They have to seek permission from higher authorities which was bound to take time.

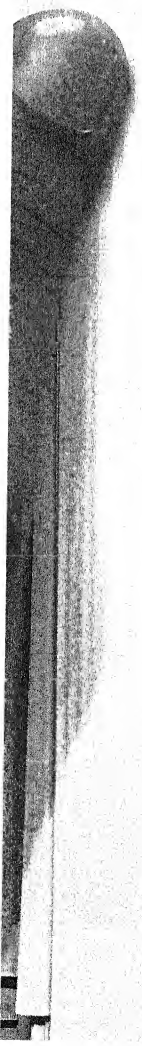
The recovery of the following amounts of loans were suspended in village SJ: Land tax (Rs. 4246); cess on land tax (Rs. 17); Abriana (Rs. 1014); betterment (Rs. 455) and owner rent (Rs. 294). In village SK, Recovery of only Rs. 3688 and Rs. 111 as cess on tax was suspended. Obviously, the suspension of the recovery of loans and taxes etc. was not found adequate by villagers and the villager's request for remission of the loans was not granted.

The drought had created acute scarcity of fodder also. There was no scope for the cattle to graze on public land as there was no grass. The fodder crop grown by the farmers too was damaged along with the other crops due to drought.

Many households reportedly sold away their cattles at throw away prices. Besides need for money, an important reason for their resorting to the distress selling of cattle heads, non-availability of adequate fodder in the village was another important factor. Maintaining the livestock, thus became almost impossible. The Deputy Commissioner of Rohtak sensed the gravity of the problem and called a meeting towards the end of November 1974 to consider the severity of the fodder scarcity and find ways and means to provide relief to the affected population. Orders were issued to the tehsildar and block development officer of Jhajjar to arrange for immediate distribution of fodder. The fodder worth Rs. 4750 and Rs. 3135 was reportedly distributed to the population in the S.J. and S K. Villages respectively. However, the villagers expressed serious reservations regarding the actual distribution of fodder worth the stated amount. Most of the respondents stated that not even a fraction of it was made available to the two villages. However, the concerned authorities totally ruled out the possibility of the fodder meant for distribution to the population in drought affected areas having found its way to the market and sold at high prices. But adequate care must be taken in all such situations to ensure that the affected population does not get the impression, real or imaginary, that relief supplies meant for them fail to arrive in the village and are unauthorisedly sold in the market.

CONCLUSION:

It can be safely concluded from the findings of the study that Response of the District to the crisis was belated. The existing legislation for providing relief to rural population need be further examined and remoduled to avoid undue delay. And it is suggested that adequate care must be taken in all such situations to ensure that the affected population does not get the imperssion, real or imaginary; that the relief measures were abused at the execution level. In fact, the success of any such special effort would be determined by their conforming to the needs of population and timely implementation with clean public image.



# IMPLEMENTATION ANALYSIS OF A DAIRY PROJECT BY PERT

- A Case Study

B.M. NAIK

## SYNOPSIS

Successful implementation of a dairy project, because of its complexities and involvement of multiple agencies, is not an easy job. Besides adequate resources, enthusiasm, hard work and sincerity it requires the use of modern project management techniques such as PERT/CPM to do planning and effectively coordinating the functions of a large number of departments. Unless the performing organization prepares the implementation plan in the form of a network it really can not implement the project successfully.

Experience indicates that it is easier to develop network for ones own project when network of a similar project is available for reference.

The purpose of this article is, therefore, to present the application of network technique and provide a base network, which with little modifications to suit the local needs, can be employed in the implementation of similar projects.

## Introduction

A large number of dairy projects are being implemented under Five Year Plans all over the country. They are undertaken with a view to supplement the income of small and marginal farmers in rural areas and to satisfy the milk requirement of urban population. It is ardently desired that the projects are implemented successfully and the socio economic objectives achieved. However, the past experience in implementation of projects is not satisfactory. It has indicated that at some places milk processing plants are installed much early whereas activities of milk co-operative societies and purchase of milch cattle are taken up much later. As a result plants which are installed with big

\* Barchart and diagram referred to in this paper are issued separately



investment remain underutilised, waiting for the milk supply to build up. At some places milch animals are purchased without making proper arrangements for feed & fodder. Consequently the running of plant to its designed capacity is considerably delayed. The actual costs of project reach to much higher levels than the estimated, putting an additional financial burden on the plant in its operation stage. This is found to lead to a tendency for reduction of milk price to be paid to farmers, and charging higher rate per liter to the customers.

Successful implementation of a dairy project requires a well co-ordinated effort of various departments such as Dairy Development Corporation, Animal Husbandry Department, Agriculture Department, Bank etc. The activities to be performed by them are inter-dependent. For example Animal Husbandry Department need to provide health cover facility before Banks advance loan and milch cattle are purchased. Similarly civil works by P.W.D. need to be completed before installation of milk plant. Such interdependencies have got to be taken into account by every department while preparing its own action plan. This demands an integrated approach. In departmental approach overall project objectives are usually lost sight of and only departmental objectives remain in view.

Implementation of dairy projects can be considerably improved if management makes use of modern project management techniques. Techniques of network analysis provide an aid to prepare an integrated plan of all activities to be performed by various departments. They provide a co-ordination model which is found to be effective also in monitoring and control. Sixth Five Year Plan says, "After determining the exact date of physical start up of projects, a PERT network should be drawn up for such schemes, projects, no matter in what discipline such a scheme or project exists."\* Here an attempt is made to develop a Standard Network, for engineering, field

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\* Planning Commission, Govt. of India, Sixth Five Year Plan 1980-85, P. 90.

Co-operative and animal husbandry activities, involved in setting up a dairy project.

It is based on the experiences gained in the implementation of the Dairy Project at Narnaul, district Mahendragarh, Haryana State. The standard network can be used by similar projects with some modifications to suit their local needs. The outlay on dairy programme in sixth plan period is much larger and includes many similar projects. It is hoped that the study would benefit them.

#### Description of Project at Narnaul District Mahendragarh.

The DPAP area Mahendragarh has a tradition of cattle breeding, buffalose especially. In order to encourage the activities of dairy the DPAP agency and Haryana Dairy Development Co-operative Federation had jointly initiated the dairy project at Narnaul in the month of March 1975 which started functioning from July 1977.

The Project covers an area of five blocks. The map of the project area is given in figure 1. It indicates the location of chilling centre, Semen bank and stockmen centres. The various villages from where milk is collected, falling on six milk routes is shown on the map. The milk is collected with the help of vans from the members of co-operative societies in the villages on milk routes and is brought to the chilling centre. After chilling the milk is sent to the milk plant at Bhiwani. After processing, the products, such as butter, ghee etc., are marketed. The payment is made to the farmers, through the banks.

The Project scope includes setting up of the following:

1. Chilling Plant
2. Semen Bank
3. Demonstration Dairy Farm
4. Stockmen Centre (15 Nos.)
5. Veterinary Mobile Unit ( 2 Nos.)
6. Diagnostic Laboratory
7. Milch Cattle (More than 4,000)

### Chilling Plant

The plant, has a chilling capacity of 10,000 Lit. per day. The DPAP agency has paid Rs. 5.00 lakhs as subsidy to HDDCF to set up the plant. It ~~dues~~ started in June 1975 and completed in December 1977 in all respects. Following is the latest positions regarding milk collection and processing:

a. Total no. of societies registered	130
b. Societies supplying milk	50
c. Total no. of milk routes	6
d. Average Fat Percentage	7.5%
e. Average S.N. Percentage	8.7%

### Semen Bank

A semen bank has been set up under DPAP to provide the cross breed facilities in the project area for augmenting the milk yield and providing good breed cattle. The semen bank is set up on 20.13 acres of land and is having 8 buffaloes bulls and 8 cow bulls. The centre is equipped with up-to-date equipment to preserve and transport the semen to various stockmen centres and veterinary institutions where the farmers bring their cattle, cows and buffaloes, for artificial insemination. With this arrangement semen could be preserved for 24 to 36 hours in case of buffalo bulls. The semen of cow bulls could be preserved over a period of 96 hours. The building of semen bank is completed in the year 1979 but the unit is in operation from 1977 with the help of similar unit from adjoining districts. Semen bank caters to about 35,000 female population.

### Demonstration Dairy Farm

Mahendragarh district has a very large number of small and marginal farmers. These farmers cannot exploit the few acres of land profitably with agriculture alone even if they have irrigation facilities, unless they find avenues from which they find more profit. The area is deficient in fodder resources and even with the ever increasing number of tubewells and irrigation

facilities, no need has been paid to growing fodder and organising dairy work to make more profits. The animal husbandry practices being is famous in this tract are old and not very scientific. The area is famous for its buffaloes and it has good potential for dairy development.

A "Dairy Demonstration Unit" as an adjunct to the centralised semen bank is set up with four cross breed cows. The object of such a unit is to demonstrate to the public the economics of dairy farming besides the advantages of improved animal husbandry practices like modern housing, balanced ration, feeding green ration, silage making for preserving fodder, better methods of disease control like regular vaccination against Rinderpest and Haemorrhagic septicemia, regular deworming etc.

#### Stockmen Centres

Fifteen stockmen centres have been set up for the utilisation of semen from semen bank for artificial insemination. Ten centres were established in the year 1976-77 and five in the year 1977-78. The stockmen centres are indicated on the map. Besides stockmen centres there are 31 other veterinary institutions through which artificial insemination is provided. From semen bank semen is brought to the stockmen centres on every alternate day.

#### Veterinary Mobile Unit

This aim at providing prompt and timely veterinary care to breedable animals located remotely and to treat such of them as cannot be moved to veterinary hospitals and dispensaries. This would also enable undertaking on mass- scale, prophylactic vaccination of animals against various common infections. Each mobile unit consists of a van fitted with medicines; instruments and audiovisual publicity material and will have one extension officer., one stock assistant, an attendant and a driver.

### Diagnostic Laboratory

Cross bred animals are more prone to disease than the inferior type of local varieties. Besides, with the introduction of exotic blood, new strain of diseases would develop and diagnostic and research arrangements would become absolutely essential. A diagnostic Laboratory has, therefore, been established under the project.

### Purchase of Milch Cattle

To enable the economically weaker people to rear better breeds of cattle, subsidy @ 25% in case of small farmers and 33 1/3% in case of marginal farmers and agricultural labourers is provided. The total cost of good quality buffalo has been calculated at Rs. 3000/-.

### Some Experiences

The Dairy Project at Narnaul was taken up in 1974, i.e. soon after the establishment of D.P.A.P. Agency in the District. The Agency released the subsidy of Rs. 5 lakhs to Haryana Dairy Development Co-operative Federation for the establishment of chilling centre in year 1974-75. In the year 1975-76 the Agency made a provision of Rs. 5.43 lakhs for Animal Husbandry activities such as Semen Bank, Veterinary Mobile Unit as given in Table No. 1. It also made a provision of - Rs. 13.00 lakhs in the year 1976-77 for the same. It is however, seen from the Table that the actual expenditure in the year 1975-76 was nil and in the year 1976-77 it was only Rs. 6.06 lakhs. It is reported that the sanction was received almost towards the end of the year 1975-76 and there was no time left to spend. On the other hand in the year 1977-78 an amount of Rs. - 25.8 lakhs was spent as against Rs. 13.86 lakhs budgeted.

The cost variance between the sactions and actuals was too great i.e. - 100% in the first year - 55% in second year and 50% in the third year. This indicates that the budget provisions were not well suited to the requirements. Sometimes, they were too less while at other times they were too much. This is a result of improper planning and budgeting leading to problems of re-appropriation towards the end of the year. To avoid such situations and make better management of funds for implementation of activities, the net-work approach is said to very effective. The master network, bar chart and time cost profile based on the experience at Narnaul are prepared and presented here in Figures 2,3,4,. It is seen from the bar chart in Figure 4 that it gives an integrated picture of the physical and financial aspects of the project which helps management to avoid situations as above.

After the dairy project was established it was expected that it would function to its capacity. As seen from Figure No.5 the milk supply gradually came up to the expected level in the months of January, February 1978. But there after in the summer season on account of non-availability of green fodder and other reasons such as the low milk price paid to the farmers etc. it fell down. In the year 1978-79 again it picked up like the previous year and fell down in the summer season. The prescribed varieties of green fodder were not introduced in the district well in time. Consequently, the milk yield fluctuated widely.

The area was provided with the facilities of semen to enhance artificial insemination to improve the breeding. But these cross bred animals are readily prone to sterility and diseases if they do not get green fodder. It was too late that D.P.A.P. Agency undertook the programme of distribution of new seeds for growing green fodder under Amul pattern and halt the set back to the diary development programme. Amul pattern was then introduced from 1979-80, emphasis was laid



on three things:

- (i) Growing green fodder.
- (ii) Holding sterility camps.
- (iii). Conduct of induction programmes for secretaries and farmers.

These activities were then performed vigorously by the spear head teams specially appointed for the purpose. Had they been performed earlier, the milk collection would not have fallen down so drastically as seen in Figure No. 5.

Taking a lesson from this experience, the above three activities of spearhead team have been incorporated on the network with code nos. 118-132; 132-135; 133-134; etc. to be performed much early instead of after the commissioning of chilling plant.

#### Organization & Management

The organizational structure for management of the dairy project is shown in Figure No. 6. The Deputy Commissioner District Mahendragarh who is Chairman of D.P.A.P. agency is overall responsible for the implementation of the project. The project Director D.P.A.P. executes various projects including the dairy. He is provided with staff exclusively for its execution. It consists of a spearhead team for planning and implementation of dairy, animal husbandry, training etc. activities. They execute a large number of activities as stated in the responsibility chart in Table 2.0.

The project Director assigns several other activities of dairy project to the various functionary departments such as P.W.D., HDDCF; Banks; Co-operative Societies etc. The activities to be performed by them are also shown in the responsibility chart. They have the expertise to perform those activities.

Project Director indicates to them what is to be done and when. How it is to be done is decided by the functionaries. Thus the total management of a dairy project is in two parts namely Project Oriented Organization under the control of Project Director & Functional Organization of various other departments. At the interface of the several functionaries and Project Director a proper co-ordination and communication plan is essential. This is provided by the network model. It facilitates better communication and understanding between the various departments, especially at coordination meetings.

Implementation Plan Master Network, Bar Chart and Time Cost Profile

The Standard Master Network is prepared for the dairy project consisting of Bhilling Plant, Semen Bank, Veterinary Mobile Unit etc. The work breakdown structure for the project on the Master Control Network Fig. 2. Activities pertaining to the various components are represented graphically in front of them on the network. This is to facilitate the drawing and reading of the network. Important events in the process of implementation are represented by rectangles which are termed as milestones. The time durations for the activities are estimated on the basis of experience at Narnaul and incorporated on the network. Time calculations are done for all the events in the forward and backward direction. The project requires a duration of hundred and eighteen weeks. The other paths which are near critical i.e. with small value of float are also identified and indicated on the master network. Based upon the network a bar chart is prepared to time scale indicating the milestone events of each of the component.

Here the start, and finish of various activities is related to calendar dates, which are given on the top of bar chart. The bar chart also indicates the cost of components and its distribution quarterwise. Aggregation of costs is made and indicated

on the bottom side of the bar chart. This gives the funds plan for each quarter as against the physical performance of the activities. The time profile in Figure 5 is then prepared.

The Deputy Commissioner of the district who is usually the chairman of the DPAP may use bar chart for monitoring and control. The network is much more in greater details and is for the use of project Director and his office staff.

The action plans so prepared could be used also for marking the actual progress, either by red colour or by hatched lines. Similarly the cost plan could be used for cost control.

### Conclusion

The article has prescribed a network for implementation of a small size dairy project consisting of Chilling plant, Semen Bank, Health cover etc. Large number of dairy projects similar to this are being taken up by dairy Development Corporations and Government Departments. The Standard Network presented here along with Bar Chart, responsibility chart, and time cost profile could enhance their capabilities and improve project performance.

## District Administration: Alternative Patterns

- N.R. Inamdar

Broadly, three alternative patterns of District Administration could be marked in view of the Indian experience before and after independence. The pre-independence pattern under the British rule was an integrated pattern under the hegemony of the District Collector and Magistrate. As and when new functions were grafted on to the District Administration, the dominance of the District Collector over the functions other than land revenue collection and magistracy was weakened. In this fashion, district offices in Education, Agriculture, Health etc., came to be separated from the hegemonic control of the District Collector to be directly instructed and supervised by the State Departments in these subjects. Even the Police Department in the districts was for all practical purposes, governed by an independent officer who used to be a Britisher and as such, aspired to have an independent sphere of control. The formal responsibility in this behalf of the provincial ministers under the dyarchy and the direct accountability of the popular ministers under provincial autonomy strengthened this autonomous trend.

The second alternative pattern was ushered in after independence when the Community Development Programme was introduced in 1952. Basically the pre-independence British

pattern of the formal hegemony of the District Collector over different administrative departments in the district continued in vogue even after the inauguration of the Community Development Programme. The developmental functions and responsibilities of the District Collector increased multifold on account of the addition of the Community Development Programme activities to his portfolio. The difference from the pre-independence pattern was in respect of the preponderance of the developmental functions over the law and order and regulatory functions of the Collector. Secondly, the prevalence of the popular representatives in the Development Advisory Boards at the district and at the talug levels cut into the overweening dominance of the District Collector in regard to the developmental functions. Therefore, this pattern of District Administration was qualitatively different from the pre-independence colonial pattern in respect of the large volume of developmental functions and democratic orientation.

The third pattern emerged with the institution of the Panchayati Raj or Democratic Decentralisation from 1959 onwards beginning with the States of Rajasthan, Andhra Pradesh, Maharashtra and Gujarat. A parallel, and in normal times, more important machinery in the nature of the Zilla

Parishads and the Panchayat Samities was set up in different States of the country. So far, there was no competitive mechanism within the districts that had a tendency to reduce or affect the overall importance of the District Collector in respect of power, authority and prestige. But, the institution of the Panchayati Raj tended to be looked upon as a more useful mechanism from the point of view of the welfare of the rural people than the District Collector. During times of national or environmental emergency such as droughts and floods, the District Collector came into his own and overshadowed the Zilla Parishads and the Panchayat Samitis, even employing them as the instruments for the supervening emergency functions. But the net result of the new situation was the relatively less significance of the District Collector among the various mechanisms created in the districts after independence.

The additional administrative structures created in the districts, such as the Banks, Industrial Estates, State Transport network, Agricultural Marketing Organizations and Cooperatives, private Educational Institutions, Social Welfare Bodies, whittled down the superimposing presence of the District Collector. Some of the new functions vested in the Collector, however, redressed this balance. These functions were District Planning, Employment Guarantee Scheme, Drought Prone Areas Programmes, etc. Political instability and distribution law and administration



has increased the responsibilities of the Collector and to the extent brought him more authority and prestige.

The problem is how to restore the coherence and integrity of the District Administration without sapping into its vitals of democratic orientation and development contents. A new alternative pattern could be suggested to restore the much needed coherence and integrity to <sup>the</sup> District Administration. The District Collector would be the overall head of the District Administration. Assisting him, there would be additional Collectors/Deputy Collectors in charge of the functions of: (a) land revenue and allied matters; (b) General Administration and miscellaneous functions such as elections, census, civil supplies etc.; (c) Planning and Developmental functions; and (d) Co-ordination and Supervision over local governments.

The last function does not imply any anti-democratic or extra-democratic control over the democratically elected and functioning local governments including the Zilla Parishads, Panchayat Samitis and the Village Panchayats, and Municipal bodies. It has been experienced that several activities, particularly in respect of Planning and Development can yield better results, if they are co-ordinated at the district level. Provisions exist today regarding co-ordination in Town Planning and Regional Planning in the legislations pertaining to the Panchayat Raj bodies and Municipal Organisations. But on account

of the separate functioning of the local governments, no such coordination is possible today. There exists a local government cell in the Collector's office, but it does not have a positive role to play in regard to co-ordination of the Planning and Developmental functions of the local governments.

Similarly, the District Planning cell in the Collector's establishment merely puts together the development plans of the Zilla Parishads, Municipal bodies and other public organisations. The District Planning office should, in fact, be headed by an experienced statistician-cum-economist. He has to take initiative and do a considerable pioneering work in collecting and compiling physical, social and economic data through the village, block and town/city authorities. He has to prepare an inventory of fresh statistics necessary for designing blue prints of development programmes and schemes. He should direct and instruct the village, block and municipal offices accordingly. He will have to monitor the collection of these new statistics from these establishments.

The other two branches have been with the District Collector even since before independence.

In view of the additional responsibilities and functions of the District Administration envisaged above,

the size of the districts may have to be reduced. Steps also may be needed to be taken to broaden the base of selection of officers for appointment as District Collectors, Additional and Deputy Collectors. Officers with experience in social and economic development, could be inducted to share the additional responsibilities, anxieties and agonies of these onerous offices.

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ADMINISTRATION OF THE VILLAGE PANCHAYATS  
AT DISTRICT LEVEL IN THE STATE OF MAHARASHTRA

- J. P. Dange

1) Developmental programme and the Village Panchayats : -

Administration plays an important role in plan formulation and its successful implementation catering to the basic needs of the people in rural area. It has therefore, to be meaningful duly built up in a way to have the inherent capacity to achieve the objectives with most pious and devoted efforts on the part of the administrative as well as institutional workers who are all defined as public servants. It is thus the necessity of the time to encourage and inspire people's participation in implementation especially at the grass roots level through the media of the Village Panchayats.

2. Introduction of the three tier system : -

Recalling the entire period after the gains of independence and its results, an effective enactment to establish the Village Panchayats under Bombay Village Panchayat Act 1958 has been envisaged in Maharashtra. Panchayats are the nucleus of our Civil life and the Panchayat Raj administration has to take its roots from the villages. With the new pattern of administration in Maharashtra emanating from the scheme of Democratic Decentralisation, the Bombay Village Panchayat Act 1958 was amended to some extent by

the Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961, to suit the new requirements. The Village Panchayat is the basic unit in the scheme of Democratic Decentralisation and it has got an organic link with the higher bodies i.e. the Panchayat Samitis and the Zilla Parishads. In particular the Zilla Parishads which is all controlling and a powerful tier in the set up, has been vested with substantial power of entire control over the administration and organisational nature of working of the Village Panchayats in the district.

3. Responsibilities of administration of the V.Ps. assigned at the District Level: -

In the present set up, the Zilla Parishad and its Standing Committees and the Chief Executive Officers are now invested with power of control and supervision over Panchayats. Some of the powers of the Collector under the Act are now entrusted to the above bodies or officer. To assist the Chief Executive Officers and the bodies of the district level a post of District Village Panchayat officer has been created under Section 136 of the act. The District Village Panchayat Officer has to foster the growth of Panchayats and to give necessary advice and guidance for their effective working. He shall inspect the account of Panchayats, call for reports and prepare annual administration report of the Panchayats in the district. He has to tour villages, besides inspecting at least 15 Gram Panchayats in a month as per norms and has to

watch the working of the Panchayats, works as development schemes entrusted to Panchayats, settle disputes and complaints relating to Panchayat matters and to see that the secretaries of the Panchayats carry out their duties properly.

In the due discharge and exercise of his duties, the District Village Panchayat Officer in his own powers vested in him as well as on behalf of the Chief Executive Officer has to be responsible for his work as briefed below.

- 1) He has to consolidate all returns and reports and ensure its compliance with the help of Block Development Officers and Extension Officers for Panchayat.
- 2) He has to be vigilant over the maximum recovery to be effected by the Panchayats and while watching the performance, he has to reprimand the concerned, through Block Development Officers after due enquiry.
- 3) He has to take a detailed review in the meetings, of the E.Os. (V. P.) pertaining to functions allotted to village Panchayats and whether proper supervision and control has been exercised or not for lapses of any nature.
- 4) He has to watch the compliance of the audit notes recorded by the District Village Auditor branch and see that they are properly deleted to



the maximum by presenting the position to the Chief Executive Officer.

- 5) In cases of misappropriation, he has to take personal and serious cognizance and bring it to the notice of the Chief Executive Officer for adequate punishment whether it relates to a Zilla Parishad servant or office bearers.
- 6) As a custodian of the District Village Development fund, he has to scrutinise the cases for purposes of loans to V.Ps. and process them for sanction. In this context he has also to watch the periodical recovery of such loans timely and according to rules under conditions of the agreement bond.
- 7) He has also to control the funds relating to Village Panchayat Cess grants, stamp Duty grants, Land Revenue grants and Land equilisation grants and watch that they are spent by Panchayats according to rules.
- 8) He has also to constantly watch whether the meeting of Village Panchayat and Gram Sabha of which the Panchayat Raj Samiti takes serious note, are properly held and conducted.
- 9) He has also to process matters, pertaining to vacancies, interview, appointments, transfer, punishment etc. in respect of entire district staff working in relation to Panchayat administration.

Besides the above and other correlated responsible assignments, the District Village Panchayat Officer by virtue of his designation as a Dy. Chief Executive Officer (V.P.) has to be responsible for implementation of various plan schemes. He has to ably assist and act on advice of the Chief Executive Officer in respect of formation and implementation of the plan schemes pertaining to Applied Nutrition Programme, Special nutrition and School feeding programme by providing paustic Ahar or milk and keep close supervision to avoid complaints. On behalf of the Chief Executive Officer, he has to be in close touch with the schemes pertaining to Integrated Child Development programme, the programme related to National Rural Employment programme and keep close liason with the Neeri<sup>\*</sup> institution for rural latrine programme.

The above contents will speak of the heavy responsibilities cast over the District Administrative Officers in the regular and proper working of the Village Panchayats in the district.

4) Impact of district administration on the village panchayats:-

At the district level under democratic decentralisation process, there is a Zilla Parishad as the first and important tier in the set up of administrative organisation. Besides the local organisation, the administrative head is the

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\* National Environmental Engg. Research Institute.

Chief Executive Officer belonging to the cadre of Indian Administrative Services. In the Village Panchayats administration for the district he is assisted by one District Village Panchayat Officer cum Deputy Chief Executive Officer for Village Panchayats. In the District of Nagpur which is divided in 13 Blocks, there are in all 705 Village Panchayats.

At the block level the administrative organisational institution is known as the Panchayat Samiti and the Block Development Officer is the head of administration for block area assisted by one or two Extension Officers especially for direct supervision and control over the Village Panchayats in the block area. The Village Panchayats existing in the block area of the district range from 45 to 70 for purposes of overall supervision, guidance and control.

As compared with a School at the village level, the institution of the village Panchayat cover more than one village and the institution has been assigned with more responsible functions in all aspects of village development. Besides the organizational institution of the village Panchayat, the actual administrative worker in the set up is only one gram sevak or Village Development Officer who works as the Secretary of the Village Panchayat depending upon its size and population. The quantum of work regarding

administrative, financial and developmental nature is of course more and of a responsible nature since it needs to be governed under the frame work of rules envisaged under the Bombay Village Panchayat Act 1950. The Village Panchayat Secretary is the last administrative link at the grass roots to carry out various programme thrusts over the Panchayats by the authorities i.e. the Zilla Parishads and Panchayat Samitis besides discharging his own responsibilities related to the administration of his village Panchayat which are more than one in many places.

5) Responsibilities of the Village Panchayat in the context of District administration :-

The important functions and the correlated responsibilities cast upon the village Panchayat functionaries are broadly briefed as below.

- 1) Recovery of the taxes levied under rules.
- 2) Maintenance of accounts of grants received by the Panchayat from Zilla Parishad and Panchayat Samitis.
- 3) Maintenance of upto-date record prescribed under the provision of Act.
- 4) Carryout the various developmental activities out of its own resources or funds placed at its disposal for specific programme or works and maintain its record.

- 5) To watch the physical assets including property vested in the Panchayat and maintain its record.
- 6) To carry out any functions under orders of the superiors.
- 7) To hold meetings of the Village Panchayats and Gram Sabha regularly and be responsible for functions held if any.
- 8) To coordinate in the discharge of his duties with other village level functionaries particularly the Patwari and other departmental staff.
- 9) To keep close contacts with the people and act as a liaison between the people and village Panchayat organisation.

Besides the above multipurpose job, the village Level functionary has to be involved with other important assignments and he has to play an important role in particular in respect of the 20-point programme work. In short his time is mostly absorbed in the work relating to Family Welfare programme, the N.R.E.P. and D.R.D.A. schemes in spite of his already burdened job.

It would therefore, be in fitness of things looking to the nature and heavy responsibilities in the District to supplement the functionaries at all tiers of the administration in reasonable proportion suggested as below.

- 1) At district level one Assistant District Village Panchayat Officer for inspection of Gram Panchayat, enquiries into complaint and assist the District Village Panchayat Officer who is also responsible for plan programmes of District Level.
- 2) At block level to tone up the village panchayat administration, it is desirable to have one extension officer for 20 village Panchayats for purposes of effective control, supervision inspections and audit.
- 3) At the Village Panchayat level also the responsibility of the functionary needs to be reasonable so as to enable him to cope up with the work.

There should be grades of Gram Sevaks assuming the population and area extent with different pay ranges.

- a) A grade Gram Sevak for a village Panchayat where population is more than 5000 or above.
- B Grade Gram Sevak for a village Panchayat where population is between 3000 to 5000.
- C grade Gram Sevak for a Village Panchayat where population is between 1000 to 3000.
- D grade Gram Sevak for a village Panchayat where population is below 1000.



The problems posed in accelerating the bright future of a common man needs introduction of various other measures including changes in legislative orders to ful-fil the expectation of the great architect of the nation and our revealed Prime Minister for the cause of correct and honest implementation of the 20 point programme which means a mighty task and a great challenge ahead of us all for the alround good of a common man.

The Implementation  
of  
DECENTRALISED PLANNING AT THE DISTRICT LEVEL:

- Achal Kumar Joti

The concept of the District level Planning has been drawing attention since the IIInd Five Year Plan. With introduction of the Panchayati Raj in Gujarat in 1963 certain powers as also a number of District level schemes were transferred to District Panchayat along with funds and personnel This can be considered as first concrete step in this direction.

2. In pursurance of the accepted policy of the Government to decontralise the planning process & for developing grass root level planning funds were made available in the past to associate the District Panchayats in the formulation of the plans. However, this did not give satisfactory results for a variety of reasons. Besides, in so far as formulation of annual plans is concerned there has hardly been any concrete efforts made for integrated planning at the District level. In Fourth and Fifth Year Plans, the District Planning Boards were asked to formulate proposals for District level schemes within certain financial coiling allocated to them. In 1978-83, Five Year Plan proposals were called for from all the districts for district level

schemes with a view to integrating them in the State's Plan within the broad frame of the State Policy and democracy and in the real sense for the fulfilment of the requirement of the local areas reasonably and realistically of the development of the district by continuous study of socio-economic and cultural environment of the district and keeping in view and assessing the local resources of the district. However, judged by their impact on the local people and the degree of enthusiasm kindled in them, none of these experiments can be considered to have been much of a success. Local participation was at low key and totally disappointing.

3. It was against this background that the Government of Gujarat, thought of a now and bold step towards decentralisation. This step consisted in placing 20% of the funds earmarked for district level schemes at the disposal of the District Planning Boards and giving them the discretion to propose schemes of local importance against that outlay. The details of the new scheme are as follows:

- (1) In the State's Sixth Five Year Plan, roughly 30 % of the total outlay of Rs.3760 crores has been considered as the divisible outlay apportionable between districts. This outlay amounts to Rs. 1125 crores. It is further

divided into two components. The first part amounting to Rs.925 crores consists of normal district level schemes implemented by the District Planning Board and these Boards are expected to suggest projects against their outlay. Heads of Departments are expected to incorporate the suggestions received from the District Planning Boards in their Plan. If for any reason, they are unable so to accommodate, the Heads of Departments are required to explain the reasons to the District Planning Board.

- (2) The second part of the outlay, which amounts to Rs. 200 crores for the Sixth Five Year Plan, period is the fund placed at the disposal of the District Planning Boards directly. This outlay is further split into two parts: (1) the discretionary outlay and (2) the incentive outlay. The discretionary outlay is the amount wherein the District Planning Board can finance projects on 100% basis from the District Plan outlay. The incentive outlay requires the District Planning Board to raise a matching contribution of 50% or 25% depending upon the pattern prescribed for the district. The total

outlay provided in the Sixth Plan for decentralised District Planning is Rs. 200 crores. Of this, Rs. 150 crores will be the discretionary outlay and Rs. 50 crores the incentive outlay. This outlay is divided into different districts on the basis of a sensitive formula which takes into account their agricultural back-wardness and industrial backwardness and various other factors. The criteria which determine the districtwise distribution and the weightage given to each are given below:

<u>Item.</u>	<u>Percentage.</u>
1. Population.(excluding towns having population of 50,000 and above.)	40.
2. Population of Scheduled Castes, Scheduled Tribes and Small and Marginal Farmers and Population of agricultural labourers other than Scheduled Castes and scheduled tribes.	15.
3. Agricultural Backwardness.	10.
4. Irrigational Backwardness.	10
5. Industrial Backwardness.	5.
6. Backwardness in the spheres of roads and drinking water.	10.
7. Backwardness in respect of the target of other selected Minimum Needs.	5.
8. Incentive Provision.	5.
	<hr/> 100. <hr/>

(3) Incidentally, it may be mentioned that in computing the population for the purpose of this formula only rural population and population of towns with less than 50,000 people have been taken into account. This is because the focus of decentralisation of planning will be mainly on the rural areas and the small towns, although allocations to cities and large towns are not ruled out.

(4) On the basis of the above formula, the allocation for decentralised district planning in each year's annual plan is sub-divided district-wise and communicated to the district well in advance of the commencement of the financial year. The amounts allocated to the 19 districts of the State in 1980-81, 1981-82 and the Five Year Plan as a whole are given at Annexure "A"

(5) The matching contribution for the incentive outlay is 25% or 50% depending on the district. For eight districts of the State which have more than half their Talukas covered under Tribal Area Sub-Plan or Drought Prone Area Programme, the people's contribution has been fixed at 25%. For the remaining eleven districts the people's contribution is 50%.



4. District Planning Boards have a varied and highly representative character. The Chairman of the Board was until recently the Collector of the district. It has now been decided that a Minister of the State Government will be the Chairman. The Collector, will be the Vice-Chairman. The intention is that the Minister being the Chairman of the Board it will acquire a higher status and will receive prompt and adequate response from the officers at different levels and thus it will make it more effective. All the M.Ps. and all the M.L.As. from the district are members. Besides, there are the District Panchayat President, two or three Taluka Panchayat Presidents, the Mayor and the Municipal Commissioner of the Corpn., if there is one in the district, the President of the Myny., and the President of one Nagar Panchayat as members of the Board. Thus, it will be seen that the District Planning Board includes representatives both from the Urban and Rural areas. The Chairman of the District Central Cooperative Bank and the representative of the lead bank are also members. In order to make available to the District Planning Board the expert advice of Economists, one member from a research institution or University has been included in each District Planning Board. In order to ensure that the problems of weaker sections are properly and adequately brought before the Dist. Planning Board, it has recently been decided to appoint the Chairman of the Social

Justice Committee as a member of the Board.

5. On the official side, besides the Collector, the District Development Officer, and the Project Officer, of the Tribal Area Sub-Plan if there is a Tribal Project in the district are included. The member Secretary, is a District Planning Officer, who is a Class-I Officer appointed for each District. The District Statistical Officer is the additional member Secretary.

6. On each District Planning Board one member from among the non-official members of the State Planning Board will be nominated as a member. For this purpose the members of the State Planning Board are asked their option for the District Planning Board, they would like to be associated with.

7. The functions of the District Planning Boards are as under:

- (1) To prepare Perspective Plan, Five Year Plan and Annual Plan of the District ensuring balanced development of the district by continuous study of the socio-economic and cultural environments of the district and keeping in view and assessing the local resources of the dist. and formulate the programme as an integral part of the frame work of the broad policy of the State and satisfying

the requirements of the local areas reasonably and realistically.

- (2) To frame specific schemes in various fields keeping clearly in view their size and form with reference to the priorities fixed by State Government and to pay special attention to the upliftment of the economically backward and weaker sections of the society in the district Planning.
- (3) To ensure that the planning becomes realistic and willing and maximum participation and help of local bodies, industrial houses and people from different strata of society becomes available in the formulation and implementation of the plan programmes.
- (4) To undertake a regular and effective review and evaluation of all the district level schemes and programmes being implemented in the district, and on the basis thereof, to strive continuously to remove bottlenecks and take remedial measures for the successful implementation of each scheme.
- (5) Amongst the above programmes the National Minimum Needs Programme has been envisaged

mainly keeping in view the needs of the rural areas and the benefits of the programme to be received by rural areas. It is therefore, necessary for the District Planning Board to undertake special monitoring and evaluation of the Minimum needs Programme.

8. In addition, the District Planning Board is expected to perform the following functions also:-

- (1) To identify the difficulties experienced in the implementation of schemes and take up the matter at the appropriate level to remove such difficulties.
- (2) To identify the missing links in the infrastructure for implementation of the family - oriented programme and to formulate appropriate schemes to provide these links.
- (3) To review the progress of implementation of family-oriented programmes in the district every year and to ensure that the benefits actually accrue to the rural poor.

9. The District Planning Board has been given powers to allocate resources not exceeding Rs. 10 lakhs for any one project. Guide lines have been issued from the State

Planning Department that no allocation should be made for items of a non-developmental nature like office buildings, staff, quarters, office equipments and stationery, replacement of old vehicles by new etc., It has also been laid down that as far as possible funds should be allocated for Minimum Needs Programme and that the District Planning Board should ensure that funds are allocated to schemes for the benefit of scheduled castes and tribes adequately. Instructions have also been issued that between the different Talukas of the District, the allocation of funds should be in proportion to their respective population (excluding towns having population of 50,000 and above.) and it should not happen that a Taluka with a greater political leverage gets a disproportionate share of funds.

10. The main Committee functioning under the District Planning Board is the Executive Committee of the District Planning Board. This is a small Committee with Collector as Chairman, District Panchayat President, as Co-chairman, two or three M.L.As. as members besides the District Devp. Officer, and the District Planning Officer, as member-Secretary. The District Statistical Officer, is Additional Member-Secretary.

- (1) This committee meets every month and monitors the implementation of the schemes sanctioned by the District Planning Board. Every new

scheme to be submitted to the District Planning Board is expected to be scrutinised by it first and cleared. This pre-scrutiny is very important, in order to ensure that the schemes submitted to the District Planning Board are in accordance with the guidelines issued by the Govt.

- (2) Another important function entrusted to the Executive Committee is the monitoring of the progress in the Minimum Needs programme in the district.
- (3) The Executive Committee will also be responsible for identifying the support required for the Employment Generation Programme in the Dist. and supplying it from the District Plan Funds. The Collector who is the Chairman of both the Councils will provide the Co-ordination necessary between the two committees.
- (4) Besides the Executive Committee, another Sub-Committee of the District Planning Board will be the Special Committee for the Household Programme. This committee will monitor the Household Programme and coordinate the activities of different participating agencies.



11. Each District Planning Board has been provided with a small complement of staff headed by a District Planning Officer. The District Planning Officer, who works under the direct supervision of the Collector, is a Class-I Officer drawn from the Gujarat Administrative Service or the Gujarat Statistical Service or the Gujarat Agriculture Service. He is usually a senior Officer with considerable experience in Development work.

He is assisted by the following staff:

Research Officer,	( Class - II)	1.
Research Asstt.	(Class -III)	1.
Deputy Mamlatdar,	"	1.
Statistical Asstt.	"	2.
Sub-Auditor.	"	1.
Clerk.	"	1.
Typist.	"	1.

- (1) The above staffing pattern will show that it is highly functional. Since the District Planning Board Secretariat is largely concerned with monitoring projects, the staffing pattern is weighted in favour of the statistical discipline. It is also envisaged that each district will build up a statistical data bank.
- (2) The District Planning Officer is expected also to tour and visit the sites of projects financed by the District Planning Board. With this object

in view, it has been decided to purchase a Jeep for him. These Jeeps are expected to arrive shortly.

- (3) The District Planning Board is also expected to build up a reference library on economic development besides acquiring publications of the Planning Commission and the State Government.

12. With a view to providing assistance to District Planning Boards in formulation of projects and monitoring their implementation, instructions have been issued to District Planning Boards to set up Task-Forces for the following subjects:

- (1) Agricultural and Allied Services including Cooperation & Irrigation.
- (2) Small & Cottage Industries.
- (3) Primary Education, adult education, rural health services, rural water supply scheme, rural housing environmental improvement in slum areas, social services with nutrition.
- (4) Development of basic infrastructure such as rural electrification, storage, roads.

13. Recently the Executive Committee of the District Planning Board has been made responsible for the monitoring of the Minimum Needs Programme in the district. That

Committee would meet once a month invariably & fix the target for the MNP and also keep a watch on the actual progress achieved. Various measures have been suggested, so that the Executive Planning Committee can fulfil this task effectively. These include field visits to be paid by the District Planning Officer every month so as to watch the progress of ongoing schemes under the Minimum Needs Programme. He should, so far as possible, visit such works as are under implementation in the colonies of Adivasis or Harijans in villages located in remote areas. The Collector, also during his visit to each Taluka has to review the progress of the schemes under the Minimum Needs Programme.

- (1) Having regard to the likely increase in the work load on account of effective monitoring of Minimum Needs Programme, which is expected of the Executive Committee of the District Planning Board, one post of Research Assistant and one post of Statistical Asstt., have been added to the District Planning Unit.

14. The new scheme of decentralised district planning was inaugurated on 14th Nov., 1980. It has been in operation for barely one year. Normally, it is too early to generalise the conclusion on such a brief experience. However, certain unmistakable trends have been in evidence which are summarised in the following paragraphs.

15. The first and most important feature of the experience so far is the popular enthusiasm which decentralised district planning has generated. Suggestions for schemes pour into the District Planning Offices. The impact of the scheme has reached down to the village level. The new experiment has broken the ice and people have come to feel that they are participants in planning, that they can propose and get things executed.

16. What has made the difference between this and earlier experiments in planning is (a) the delegation of powers of sanction to the Collector of the district and (b) the devolution of funds. In earlier experiments, boards would make suggestions which would make their way upto the officers of the Departments and ultimately get smothered in a welter of paper and cumbersome bureaucratic procedure. It is not uncommon these days to hear villagers saying that for twenty years they had been representing for a particular culvert to be built which would give their village an all weather approach road but their requests had fallen on deaf ears. It was only under the decentralised planning that it was sanctioned and now work has started.

17. This in brief is the reason for the enthusiasm for the new District Planning Board. People see it as an effective body where their suggestions, if accepted would

get executed. Earlier patterns did not generate this faith.

18. Although the year 1980-81 was more than half over by the time the decentralised district planning system was inaugurated, District Planning Boards took up the job of preparing proposals and considering them in great earnest and by the end of March, 1981 had a considerable progress to show. Study groups were formed for the different subjects as recommended by the State Government. No less than 1600 projects were proposed by the 19 District Planning Boards against the discretionary outlay and about 500 projects against the incentive outlay. District Panchayats and other implementing agencies enthusiastically took up the implementation of projects.

19. The best proof of popular enthusiasm is the contribution raised against the incentive outlay. During the short period of the year 1980-81, nearly Rs. 3.77 crores were raised. The eagerness of the public to raise contribution can be adjudged by the fact that in one district when on 15th of March, 1981, the Collector, under the deadline set by the Financial Rules made a move to surrender some of the incentive outlay against which no contribution had been raised, the popular representatives took up a campaign and within a space of a week raised the popular contribution and deposited in the Govt., Treasury.

20. Now coming to the Panchmahals District for the financial year 1980-81 under 15% Discretionary outlay, 174 lakhs was allotted against which a total expenditure was incurred during the year was 64.85 lakhs and thus 37.27% expenditure has taken place during the year 1980-81. Similarly, under the 5% Incentive grant pattern a total of 59.00 lakhs was sanctioned for the district against which the actual expenditure during the financial year was 7.19 lakhs amounting to 15.22%.

21. In the financial year 1981-82 under the 15% Discretionary grant pattern scheme this district was allotted 199 lakhs against which an actual expenditure was incurred was 144.36 lakhs amounting to 72.54%. Similarly, under the 5% Incentive Grant Scheme a total of 52.38 lakhs was allotted against which an actual expenditure incurred was 10.85 lakhs amounting to 20.71%.

22. It was observed by the State Government that in most of the districts the expenditure was not as expected and so the time limit to incur the expenditure was extended till 31.7.1982. For the financial year 1981-82 in Panchmahals District vigorous efforts were undertaken to ensure that maximum expenditure can be incurred during the extended time upto 31.7.1982.



23. A detailed statement showing the break-up and the actual expenditure under the Discretionary grant pattern outlay and Incentive grant pattern for the financial year 1980-81, 1981-82 and upto 31.7.1982 is enclosed at Annexure "B", "C", "D", "E", and "F"

\*\*\*\*\*

# ANNEXURE "A"

Rs. in lakhs

Sr. Name of the District.

Districtwise distribution of the outlay.

=====

1980-85

1980-81

1980-82

Discretionary. live. 3 4 5 6 7 8

1	2	3	4	5	6	7	8
1. Ahmedabad.	832.	278.	117.	39.	133.	44.	
2. Amreli.	566.	188.	79.	26.	91.	30.	
3. Kachchh.	646.	216.	91.	30.	103.	35.	
4. Kheda.	1125.	375.	158.	52.	180.	60.	
5. Gandhinagar.	296.	98.	41.	14.	47.	16.	
6. Jamnagar.	601.	201.	84.	28.	96.	32.	
7. Junagadh.	831.	277.	116.	39.	133.	44.	
8. Dangs.	404.	134.	57.	19.	65.	32.	
9. Panchmahals.	1240.	414.	174.	58.	199.	66.	
10. Banaskantha.	837.	279.	117.	39.	134.	45.	
1. Bharuch.	825.	275.	115.	39.	132.	44.	
2. Bhavnagar.	738.	246.	103.	34.	118.	39.	
3. Mehsana.	1065.	355.	149.	50.	170.	57.	
4. Rajkot.	657.	219.	92.	31.	105.	35.	
5. Vadodara.	993.	331.	139.	46.	159.	53.	
6. Valsad.	998.	332.	140.	47.	160.	53.	
7. Sabarkantha.	832.	278.	116.	39.	133.	44.	
8. Surat.	993.	331.	139.	46.	159.	53.	
9. Surendranagar.	521.	173.	73.	24.	83.	28.	

15000.

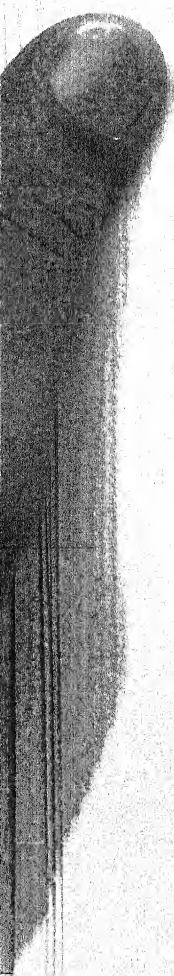
5000.

2100.

700.

2400.

800.



Annexure - "C"

(For Panchmahal District)

Sectorwise information of the amounts sanctioned for the Schemes taken up under discretionary outlays during the year 1980-81.

(Rs. in lakhs)

Sr. No.	Sector/sub-sector	Amount sanctioned by planning board.					Expenditure incurred during the year.		Balance on 1.4.81		Percentage & expenditure		Remarks
		1	2	3	4	5	6	7	8	9	10	11	
1.	(a) <u>Minimum Needs Programme</u>												
167	(1) Village electrification			15-00	-	15-00							
	(2) Rural Road Development			51-11	19-69	31-42	38-52						
	(3) Primary Education			17-75	10-17	7-58	57-30						
	(4) Public Health			5-58	-	5-58	-						
	(5) Rural Water Supply			3-497	3-14	0-357	89-71						
	(6) Environmental Sums Improvement			6-00	-	6-00	-						
TOTAL:-				98-937	33-00	65-937	33-35						

1 2

3

4

5

6

7

(b) Schemes under other than

Minimum needs Programme.

(1) Agriculture

8-36

5-938

2-422

71-03

(2) Co-operation

0-08

-

0-08

-

(3) Minor Irrigation

41-97

10-17

31-80

24-23

(4) Community Development

3-13

-

3-13

-

(5) Social Welfare

8-85

4-66

4.19

52-66

(6) Medical

0-50

0-50

-

100-00

(7) Soil Conservation

1-535

1-082

0-453

70-49

(8) Fisheries

0-356

0-352

0-004

98-88

(9) Forest

2-175

1-05

1-125

48-28

(10) Industries

2-64

2-63

0-01

99-62

(11) Roads & Building Development

5-47

5-47

-

100-00

TOTAL:-

75-066

31-852

43-214

42.43%

1.592 Lapse.

(-) Total of a & b :-

174-003

64-852

(-)

109-151

37-27%

1-949

107-202 amount which is lapsed.

## Annexure -"D"

(For Panchmahal District)

Sectorwise information of the amounts sanctioned for the schemes taken up under 15% discretionary outlays during the year 1981-82

(Rs. in lakhs)

Sr. No.	Sector/Sub-Sector	Amount sanctioned by planning board.	Total of the balance grant of the year 1980-81 and amount sanctioned shown in col.(3)	Expenditure incurred during the year	Percentage of expenditure	Exp. incurred upto 31st of July, 1982	Percentage
1.	(A) Minimum Needs Programme.	3	4	5	6	7	8
	(1) Village Electrification.	28.80	43.80	43.80	100%	43.80	100%
	(2) Rural Road Development	40.83	72.25	72.25	100%	72.25	100%
	(3) Primary Education	23.02	30.60	20.67	65.59	25.58	83.6%
	(4) Public Health	5.076	10.656	9.586	96 %	10.776	100%
	(5) Rural Water Supply	18.85	18.85	0.254	1.35%	2.20	11.38%
	(6) Environmental Slums Improvement	-	6.00	2.695	44.92%	5.639	93.68%
	TOTAL:-	116.576	182.156	148.755	81.66	160.145	87.925

(PTO)



--: 2 :-

(B) Schemes under other than  
Minimum needs Programme.

	1	2	3	4	5	6	7	8
(1) Agriculture			5.91	8.332	7.662	91.96%	7.662	91.96%
(2) Co-operation			0-40	0-58	0-43	74.14%	0-43	74.14%
(3) Minor Irrigation			27-03	58-85	46.54	79-11%	58-83	100%
(4) Community Development			18-675	21.805	9-34	42-83%	19-49	89-383%
(5) Social Welfare			2-17	6-67	6-26	93-43%	6-26	98-43%
(6) Education			0-26	0-26	0-26	100%	0-26	100%
(7) Medical			3-399	3-399	3-399	94-00%	3-399	94%
(8) Animal Husbandry			2-33	2-33	1-08	46-35%	2-32	99-57%
(9) Soil Conservation			1-10	1-10	1-10	100%	1-10	100%
(10) Fisheries			0-40	0-40	0-366	91-50%	0-366	91-50%
(11) Forest			-	-	-	-	-	-
(12) Industries			0-65	0-65	0-64	98-46%	0-64	98-46%
(13) Road & Building Development.			18-99	18-99	18-99	100%	18-99	100%

TOTAL:- 'B' : 82-314 123-936 96-707 78-03% 120-387 90-95%

Total of A & B :- 198-690 306-092 245-462 80-19% 280-532 91-67%

# Annexure - "E"

(For Panchmahal District)

Sectorwise information of amounts sanctioned for the schemes taken up under 5% Incentive Outlays during year 1980-81.

(Rs. in lakhs.)

Sr.No.	Sector/Sub-Sector.	Amount sanctioned by Planning Board together with funds received by Implementing Authority.	Expenditure incurred during the year 1.4.80 to 31.3.81	Balance on 1.4.81	Percentage of expenditure.	Remarks
1.	2	3	4	5	6	7

## A. Minimum needs Programme.

### B. Primary Education. Schemes other than Minimum needs Programme.

1.	Agriculture.	2.677	2.186	0.491	81.66 %	
2.	Cooperation	2.57	-	2.57	-	
3.	Community Development.	34.375	-	34.375	-	
4.	Social Welfare	4.20	4.20	-	100 %	
5.	Animal Husbandry	0.457	-	0.457	-	
6.	Industries.	0.75	0.75	-	100 %	
7.	Sports.	2.189	-	2.189	-	
8.	Information and Broadcasting	0.05	0.05	-	100 %	
Total of "B"		47.268	7.186	40.082	15.22 %	
Total of "A" & "B"		58.998	7.186	51.82	12.18	

Annexure - "F"

(For Panchmahal District)  
Sectorwise information of the amounts sanctioned for the schemes taken up under 5 % Incentive Outlays during the year 1981-82.

(Rs. in lakhs.)

Sr. No.	Sector/Sub-sector.	Amount sanctioned by Planning Board.	Total of the balance of grant of the year 1980-81	Expenditure during the year.	% of Expenditure.	Expenditure upto 31.7.82	% of actual expenditure
1	2	3	4	5	6	7	8
<u>A. Minimum Needs Programme.</u>							
1.	Primary Education	11.692	23.422	2.57	10.97%	16.15	68.95%
2.	Public Health.	4.27	4.27	1.28	29.98	1.28	29.98
3.	Rural Water Supply Scheme	1.05	1.05	0.24	22.86	0.47	44.76
4.	Environment slums Improvement	0.322	0.322	-	-	0.10	31.05
TOTAL:		17.334	29.064	4.09	14.007	18.00	61.93
=====							
<u>B. Scheme under other than Minimum Needs Programme.</u>							
1.	Agriculture	1.849	2.34	1.421	60.43%	1.79	65.32%
2.	Co-operation	-	2.57	1.39	54.09	1.39	54.09
3.	Community Development	24.24	58.615	22.345	38.12	38.875	62.91
4.	Social Welfare	1.50	1.50	1.50	100%	1.50	-
5.	Public Health & Medical service.	2.25	2.25	-	-	-	-
6.	Animal Husbandry.	3.524	3.981	0.624	15.67%	0.624	15.67%
7.	Industries.	1.35	1.35	1.35	100%	1.35	100%
8.	Sports.	-	2.189	0.72	32.89%	2.189	100%
9.	Information & Broad casting	0.06	0.06	-	-	0.06	100%
10.	Water Supply Scheme.	0.27	0.27	-	-	0.27	100%
Total "B"		35.043	75.125	29.35	39.07	46.048	61.29%
Total of "A" & "B"		52.377	104.189	33.44	32.10%	64.48	61.47%

Collector - As pivotal as he chooses to be

- S.Y. Quarraishi, I.A.S.,  
Deputy Commissioner  
Gurgaon(Haryana).

The central role of the Collector in District Administration has been a subject of debate right from the beginning. Although the emphasis has been shifting from law and order and regulatory functions to development and coordination, there has been talk of substantial erosion of Collector's authority in the recent years, and political interference, pressure groups etc. have been cited as causes. From my own experience of nearly three years I am convinced that despite the constraints and so-called erosion of authority the Collector is as pivotal as he chooses to be.

2. During the last few years one has noticed a marked decline in the commitment of the young IAS officers to the job entrusted to them. I have seen officers wasting their time with exaggerated ideas of their importance and at the same time enumerating a whole list of alibis for inaction and lack of performance. I am not denying the fact that Collector is no longer as authoritarian as he used to be before Independence and for some years afterwards also. With democracy getting roots in the country, such authoritarianism is neither possible nor desirable. The Collector, therefore, is the king-pin of the District Administration; but more as a Coordinator and Leader and less as 'Mai Baap'.

3. The position of Collector in the administrative set up is unique. He is, therefore, not only to achieve specific targets assigned to him in various fields but to see that he on his own initiative, identifies the problems of his district and thinks creatively to do some thing worth-while. He should display dynamism, originality and creativity and try to play an effective role where emphasis should be less on the ever increasing constraints and more on the enabling aspects of his power. If he comes to a wall, he should not bang his head against it, but go round it.

4. In this paper I seek to high-light the role of the Collector in just two fields, namely, Education, Social Welfare. The intention is not to catalogue my own achievements but only to focus attention on the fact that important contribution can be made in various fields at the Collector's initiative.

5. Profile of District Gurgaon

(i) Before I describe the various administrative experiments it is necessary to give a brief profile of the district. Gurgaon District is a small district touching the southern border of Delhi. Despite its proximity to the national capital it presents a picture of backwardness. It consists of three Sub Divisions Gurgaon, Nuh, and Ferozepur Jhirka. The last named touching Alwar and Bharatpur Districts of Rajasthan. The Sub Divisions of Nuh and Ferozepur Jhirka constitute what is called 'Mewat' area named after the semi-tribal Meos who have inhabited

the area for over 1000 years. A recurrent floods and drought cycle has rendered the economic conditions of the people extremely poor, and underground brackish water in 95% of the district has made the task even more difficult. Even historically the district has suffered from neglect, perhaps deliberately right from the days of the First War of Independence in 1857 when the people of the area rose in revolt against the British. Later, this being the remotest corner of the vast District of Punjab the area could not get due attention.

(ii) The biggest sign of backwardness of the district is its illiteracy. As against the national literacy average of 46.74% for males and 24.88% for females the percentage in the district is 47.72 for male and 20.09 for female. The picture of Mewat is even more dismal with only 32.97 for males and 7.56 for females. The percentage in Haryana State is 47.7 for male and 22.2 for females which almost corresponds to the national average.

(iii) Realising the backwardness of Mewat area the Government set up a High Powered Board called the Mewat Development Board headed by the Chief Minister to propose various development programmes. For coordination and monitoring of these programmes a District Level Agency called the Mewat Development Agency under the Deputy Commissioner was created as a registered Body.



## I- EDUCATION

In the field of Education I would high-light the following:-

- (1) A campaign for the enrolment of children in schools.
  - (2) A Crash Programme for construction and improvement of school buildings.
  - (3) Opening of good quality English medium schools; and
  - (4) An experiment on Library on Bicycle.
- (1) Enrolment

I tried to tackle the problem of illiteracy on top priority. Meetings were held with Panchayats, Block Development Officers, Block Education Officers and others to identify the causes. A task force identified poverty, ignorance, orthodoxy and vested interests as the reasons for low literacy. However, the more specific causes which emerged were the following:-

(a) Lack of school buildings. Most of the schools in the region had no building at all and were mostly held under trees, or in a Chaupal.

(b) The shortage of teachers: The shortage of teachers was acute and the teacher-pupil ratio in some cases was as high as 1 :120 against the official norm of 1 : 40. It was found that the teachers avoided being posted in Mewat mainly because the area lacked even the minimum facilities for civilized life.

(c) Shortage of Urdu knowing teachers: Since a majority of inhabitants of Mewat area are Meo Muslims with Urdu as their mother tongue they wanted Urdu to be taught.

(2) Having identified the causes the task was to launch an enrolment campaign . It was considered extremely important to involve the community. The only efforts so far made to improve the enrolment in the primary schools had been by some dedicated and public spirited teachers on their own, individually. Meeting with the Panchayats resulted in the evolution of an incentive scheme whereby the Panchayat doing the best enrolment work in the Block would be given Rs.10,000/- cash award. Second and third prizes of Rs.7500 /- and Rs.5000/- were also instituted for Panchayat in each Block. The money for these Awards was to come from the Panchayat Samiti which already has an allocation of about Rs.24,000/- for promotion of educational programmes. So far this money had been used as grant to influential Panchayats for construction of rooms in schools. The prizes, therefore, were conceived out of existing funds without any additional financial burden.

(3) Once the prizes were instituted a mass contact programme was launched in which all development and educational officers and Panchayats were involved besides the Sub Divisional Officers(Civil) and the Collector. The operation launched in four Blocks of Mewat area from 1st to 30th September, 1980 yielded results which surpassed even our own expectations.

In just one month 37% increase was recorded in the age group of 6 to 11, and 33 Panchayats reported 100% enrolment. The awards were given to the Panchayats after a Committee had examined the performance to ensure against drop-outs. 25% of the award money was given promptly and 75% was released after the end of academic year. As a result only 2.6% drop-outs were recorded.

(4) The enrolment campaign created its own problems by aggravating shortage of teachers and of buildings. The following measures were taken:-

- (a) A Crash Programme for the construction of school buildings was conceived and launched soon after (Details follow)
- (b) We got after the Government to sanction 200 posts of teachers in Mewat area and succeeded in getting them.
- (c) A J.B.T. Urdu Training School was started under Mewat Development Agency.

(5) Inspired by the success of operation in Mewat area, I tried to see whether experiment is replicable. In 1981, therefore, the operation was extended to the whole of the district and increase of about 20% was recorded all over the District though we launched the campaign at a low-key to keep the additional expenditure on additional teachers to the minimum.

(6) Article 45 of the Constitution of India enjoins upon the State to endeavour to provide within a period of ten years (from the commencement of the Constitution on January 26, 1950) for free and compulsory education for all children until they complete the age of 14 years. The Case Study clearly brings

out the following points:-

(a) No serious effort seems to have been made in the past to increase the enrolment in the primary schools of Mewat in general and district in particular to realize the constitutional obligation.

(b) For a programme affecting the masses, there has to be a mass participation and the involvement of village community organization.

(c) The physical facilities like buildings and teachers are vital factors in public response.

(d) The programme can be replicated any where with local modifications, if necessary.

(e) The pivotal role of the Collector emerges sharp and clear.

(2) Crash Programme for construction and improvement of school buildings.

Once the community had responded to my call and made the enrolment operation successful, the ball was in my court to provide them the buildings and teachers.

(2) Let us look at the situation. Gurgaon Distt. had 450 primary schools and one out of every three was held in open. Even in villages where buildings existed, they were inadequate and in a sad state of affairs. There were hardly any drinking water facilities, boundary walls, play-grounds etc.

(3) The primary school buidlings are normally construc-  
ted by the Panchayats through their own funds or public donations.  
But, in Gurgaon District, the general condition of the Panchayats  
is poor and funds are not easy to raise. To start with, the  
problem was identified. 141 schools had no buildings and 94  
schools needed additional rooms, 74 needed repairs, 24 needed  
boundary walls and 145 schools needed water taps or hand-pumps  
for drinking water. The expected estimates were prepared and the  
following picture emerged:-

<u>Name of Scheme</u>	<u>Physical target</u>		<u>Estimated Costs (Sub Divisionwise)</u>			<u>Total cost estimated</u>
	<u>No. of school</u>	<u>Rooms</u>	<u>Gurgaon</u>	<u>Nuh</u>	<u>F.P. Jhirka</u>	
Construc- tion of New Schools Buildings:	141	248	1072000	696000	2146000	3914000
Addition into exis- ting school Bldgs. from NREP scheme etc. through Panchayat	94	129	795000	74000	902000	2437000
Repair of School Bldg; through Panchayat	27	30	58000	144000	40000	242000
Repair of school Bldg. by PWD	47	47	1552045	403905	716540	1672490
Const. of Boundary walls	24	24	251000	70000	10000	331000
Drinking water faci- lities.	145	145	49000	28700	27000	104700
			3777045	2082605	3841540	9701190
Total						

The identification of the problem was not so difficult as the mobilization of resources and that is where the ingenuity lies. Once we set up the task of identifying resources, one after another ten sources were identified where the money was available within the District as given in the following statement:-

<u>Source</u>	<u>Amount(RS.)</u>
(i) Gram Panchayat Funds	957000
(ii) Panchayat Saniti Funds	102500
(iii) Matching Grants	1469000
(iv) Small Savings Grant	45000
(v) Discretionary Grants	88500
(vi) Education Deptt: Grants through P.W.D.	2672490
(vii) Cash component under Food for Work Programme	45000
(viii) Industrialists participation in Rural Development Schemes	200000
(ix) Mewat Development Agency Fund	140000
(x) National Rural Employment Programme	3981700
Total:	<u>9701190</u>

The exercise involved identification of resources not only at the district or Block level but at the village level, including people's capacity to donate money. As an illustration, a proforma of the <sup>Block</sup> with smallest amount of work namely, Gurgaon is given in Annexure 'I'. The plans with most economic specifications were



got prepared from Engineering staff of Panchayati Raj, and the whole programme was implemented with the close coordination of Education and Panchayat Departments. A Committee consisting of Sarpanch, one Member-Panchayat, School Head Master, and Gram Sachiv was constituted to supervise the execution of works. The technical supervision was entrusted to Block Junior Engineer and the S.D.O. Panchayati Raj and Food for Work Programme under the overall administrative supervision of the Block Development Officer. The Sub Divisional Officer(Civil) kept a close watch over the programme and reported to the Collector regularly. The progress was reviewed every month at the Sub Divisional level by the Sub Divisional Officer(Civil) concerned and at the district level by the Collector himself.

(4) The programme was launched in October, 1981 and within a year it was completed. During its execution the costs went up to one crore nine lacs and the additional money was also mobilized locally.

(5) A great challenge to the programme came from the Asian games at Delhi as the construction of various ~~stadia~~ cornered cement, bricks, and other material of virtually the entire region. Since the district is rocky where stone is available in plenty we designed our buildings keeping in view the local material, namely, stones and lime and did not allow our works to be hampered.

(6) The case in point is that a massive programme of this magnitude of resources and man-power mobilization is possible if the Collector wishes to do so. Nobody had asked him to do so. There were no political obstacles. Only at one or two places the venue of the building was disputed and was sorted out by mediation. Today, not a single school is without a building in the entire district.

(7) An interesting innovation which evolved later was the planting of a hedge in place of the boundary walls which were in demand every where. The cost of a boundary wall is not less than 60 to 70 thousand - a luxury unthinkable in schools which do not have even adequate roof. The fast growing and thick hedge cost only 400/-. 80 schools were selected for this experiment where water availability was found reasonable. The hedge was planted by the Forest Department and maintained by the Head Master and Sarpanch.

### 3. Establishment of English Medium schools.

Gurgaon being a poor district lacked good quality English medium schools as well. While tackling the problems of rural illiteracy and village schools I also tried to create a facility for the urban people. In Gurgaon city with a population of one lakh, there was only one Convent School which was not able to cope up with increased pressure on its capacity. The so-called elite of the town were particularly upset since they had to face humiliation and harassment at the hands of the authorities of the only

school. I considered the problem from various angles and decided that a good quality English medium school can be set up in the voluntary sector just with a bit of guidance and patronage of the district administration. I, therefore, invited the members of the local Rotary Club and suggested the formation of an Educational Trust to start a good English Medium School. Initially they were different and nervous saying that this line was totally new to them; but eventually I reassured them and promised that the educational aspect will be looked after by the experts and they need bother only about the finances. Accordingly, a Rotary Educational and Service Trust was established. A highly competent Principal was approached to set up the school. Haryana Urban Development Authority was requested to allot a five room primary school building in a sector where not a single house had been constructed till then. It was planned that in the first year even if the school had 200 children it will be a good beginning. But the response of the people was so over-whelming that we had to admit almost 800 children in the very first year and that too despite the fact that the fees were fairly high since the school was started on Day Boarding pattern and where meals were provided. The number of rooms went up to 32 in almost a year. This proves that without the Govt spending a rupee the Collector, by his originality, can create an Institution for the benefit of the people. The response has proved that the model is replicable in every

small town where there is a problem of shortage of school and where a Rotary Club or Lions Club exists. The enquiries received by the Rotary Club from its counter-parts in various parts of the country prove the point.

(2) Encouraged by the thundering success of Rotary Public School experiment, it was decided to start two English Medium Schools at the Sub Divisional Headquarter Nuh and Ferozepur Jhirka. As mentioned above the two Sub Divisions are chronically backward and it was found that unwillingness of good officers to be posted there on account of lack of facilities specially education created a vicious circle of backwardness. The two towns already had a building each for running a Bal Bhawan, an institution for creative hobbies for children after school hours. The buildings were in use only for three hours a day in the evening. The building was, therefore, improvised for running a school in the morning. The District Child Welfare Council in this case provided the basic funds and the two schools were started in March, 1982. Nobody had visualised even in dreams that such backward an area as Mewat will have not one but two English medium Schools some day. The response of the people, even in rural areas, was extremely encouraging and each school had a strength of 150 students in the first year. It is likely to go upto 300 by April, 1983. Benefit accruing to officers is evident from the fact that some officers who were resisting the shifting of their offices to Mewat area willingly shifted as soon as the school was started. I am sure this experiment is possible any where, if there is initiative.

(4) LIBRARY ON BICYCLE

The rural areas are shockingly deficient in Reading material, with the result that school going children and even literate adults have no access to knowledge and information whatsoever. The establishment of a library in each village would be the obvious answer. But it will require massive funds. A low cost experiment in Rural Library Service called the Library on Bicycle was, therefore, conceived and tried on experimental basis in Gurgaon Block. In this project 8 villages were selected within a radius of 10-12 K.M. where a librarian on bicycle visits each village every week. The members were enrolled in an enrolment drive and the membership ranges between 200 in one village to 450 in another. The membership fee was just 25 paise and no monthly subscription or advance security was asked for. Only the attestation of the Sarpanch was considered sufficient guarantee against loss or damage to books.

(2) The only infrastructure in this scheme was a bicycle worth Rs.450/- a folding convass shelf for Rs.300/- and a metal trunk or almirah worth Rs.500/-. The books were provided by the District Library on loan. The only recurring expenditure was Rs.500/- to the Librarian and some cost of book binding. The scheme was launched in the eight villages with reasonable gap over a period of one and half years. Later on a Book bank was established where donations of old books and magazines were received from the people from schools and other

institutions. The collection drive was simple. An appeal to the Principal of the local Rotary Public School and other schools to address the students in the morning assembly seeking donations brought forth enormous response and within two days the collection reached over 6000, which would have normally cost at least Rs.60,000/-.

(3) The Gurgaon Project covered eight villages as per the following schedule:-

Sl.	Name of the village	Distance from Gurgaon	Date of opening.	No.of mem- bers	Issue & Return average of books per month.
1.	Dundahera	9 K.M.	26.9.1980	409	307
2.	Carterpuri	8 K.M.	26.9.1980	407	290
3.	Ghamroj	12 K.M.	25.8.1981	364	260
4.	Gurgaon Village	2 K.M.	3.9.1981	402	205
5.	Sirhol	5 K.M.	18.12.1981	288	250
6.	Dharmapur	5 K.M.	23.3.1982	278	240
7.	Daulatabad	4 K.M.	29.3.1982	196	230
8.	Alipur	13 K.M.	30.3.1982	313	260

(4) The funds for the mobile library were mobilized in the form of grant and donations from all possible resources as follows:-

- (i) Director, Higher Education Haryana . 10,000/-
- (ii) Discretionary Grant of Deputy Speaker 5,000/-
- (iii) Raja Ram Mohan Roy Library Foundation 10,000/- Calcutta.
- (iv) District Red Cross Society, Gurgaon 15,000/-



(5) With so much money the expenditure for one year was as follows:-

(i)	Pay of one Assistant Mobile Librarian @ Rs.500/- P.M. from Sept.1980 to August, 1981.	6,000/-
(ii)	Purchase of one Bicycle	450/-
(iii)	Purchase of folding canvas shelf	250/-
(iv)	Purchase of Books	10,000/-
(v)	Binding of Books	3,000/-
(vi)	Stationery, Printing etc.	1,000/-
	TOTAL:	<u>20,700/-</u>

The expenditure can be brought down to Rs.15,000/- if the purchase of new books is reduced by half and donation is encouraged.

(6) The success of the Project at Gurgaon encouraged us to launch the experiment in the backward Block of Ferozepur Jhirka. One after another six villages have got the service so far, and very shortly another four village will be covered.

(7) The scheme is replicable anywhere especially after it has been dovetailed to Panchayat Samiti funds available for promotion of education. As mentioned earlier every Block in Haryana has a grant of Rs.24,000/- which can easily be used for Library on Bicycle. More donations/grants can be obtained by individual resourcefulness from the Minister's discretionary grants, village donation, donation of books, grant from Raja Ram Mohan Roy Library Foundation Calcutta, etc. It is proposed to extend the scheme to all the eight N.E.S. Blocks of the district within the next one year.

## II. SOCIAL WELFARE

The problem of Health-care or lack of it in rural areas has engaged the attention of Planners for a long time. The cost inputs involved are so high that even the basic minimum health care cannot be promised before the beginning of the next century. In such a situation we found the homeopathic system of medicine as ideally suited for Indian conditions. Cheap and effective it is increasingly becoming popular.

(2) In the last two years I set up 22 Homeopathic Dispensaries all over the district. The ~~idea~~ came to my mind after seeing success of a charitable dispensary being run by the Arya Samaj Society, Gurgaon, with some help from the District Red Cross Society and Municipal Committee, Gurgaon. The Deputy Commissioner is the ex-officio chairman of the Dispensary.

(3) The social workers involved in the project were asked to form a Homeopathic council under the Red Cross with the intention of opening such dispensaries in rural areas to extend medical aid to the remotest village of the district where a cheap, simple and effective medical aid was a great necessity. Rs.20,000/- were mobilized on the spot from donations and grants. A Society was established with the following aims and objectives:-

(a) To establish, maintain, manage and supervise Homeopathic dispensaries in the district.

(b) To educate people with simple laws of health thus raising the standard of the nation's health.

(c) To mitigate sufferings of sick persons of remote villages and backward areas where no medical aid, whatsoever, is available.

(d) To prevent infant mortality by providing services of a trained midwife in each dispensary.

(e) To collect subscriptions, funds and other charity from philanthropists, religious bodies, Govt. and semi Govt. establishments and utilise the same for furtherance of this noble cause. Sufficient funds will be raised to form the capital funds of the Council. These will be placed in fixed deposits in Banks. The interest realized from these funds and small monthly subscriptions from donors will form the working funds, with which the homeopathic units will be opened and run. In this way these institutions will not starve for funds.

(f) To build suitable small buildings with the help of Panchayats and other Local Bodies to house the dispensaries.

(4) The Council also set up the its Sub-Divisional Branches, Executive Committee under the Deputy Commissioner at the district level and Sub Divisional Officer at the Sub-Divisional level were set up with official and non-official members. The staff for each dispensary was prescribed as follows:-

- |  |                |
|--|----------------|
| (i) One fully qualified Homeopath with at least four years Diploma | Rs. 650/- p.m. |
| (ii) One Trained Compounder Part Time                              | Rs. 150/- p.m. |
| (iii) One trained mid-wife-cum-attendant (Part Time)               | Rs. 60/- p.m.  |

The total cost of running a dispensary comes to about Rs. 18,000/- per year including cost of medicines.

(5) The dispensaries became extremely popular, some of them touching daily average of more than 100 patients. The total number of patients in the District who visited these dispensaries from April, 1981 to December 1982 comes to about three lac.

(6) Collection of Funds:- The dispensaries are run by public donations given not only in cash, but also in the form of medicines and free buildings. The Panchayats, Municipal Committees, Market Committees, Panchayat Samiti, District Red Cross etc. have made their contributions. Funds are also obtained from Mewat Development Board. The Ministers' discretionary grant scheme and the matching grant scheme under which public donation is doubled was fully made use of. Already an amount of Rs.6 lacs has been Mobilised.

(7) Supervision & Monitoring:- To see the efficient working of the dispensaries a Board of Doctors visits every dispensary once a month where accounts, stocks and working is checked besides attending to complicated cases. The movement became so popular that the Govt. is thinking of taking over the dispensaries or financing it on a matching basis. We are so encouraged by the response that we are making ambitious plan to start a Homeopathic Medical College and a Hospital - the first in Haryana. We have already found a donor who has given four acres of precious land worth Rs.12 lacs and the total construction cost of about 32 lacs. Therecurring cost of the college and hospital will only be approximately Rs.3 lacs, which will be raised locally.

## 2. DISTRICT EYE RELIEF PROJECT

Another interesting experiment conducted in the district is about the control of blindness taken up by the District Red Cross Society with the help of Dr. Rajendra Prasad Centre for Ophthalmic Sciences, Govt. of India, New Delhi.

(2) The whole thing started at a chance meeting with Dr. Madan Mohan, Chief Organiser and Professor of Ophthalmology, Dr. R.P. Centre for Ophthalmic Sciences at one of the Eye Operation camps organised by the Lions Club, Gurgaon, with assistance from the District Red Cross. During discussions it was found that in order to have any great impact in the prevention of blindness it was necessary to start multi pronged strategy of involving voluntary bodies like Lions and Rotary Clubs, District Red Cross, the Hospital Administration of the District and guidance of Dr. R.P. Centre. It was decided to start a District Eye Relief Project, Gurgaon (Derpan). A strategy for a 'Demonstration Model District' has been developed to control blindness within six to eight years. The salient features of the plan of action are:-

- (i) To prevent blindness due to mal-nutrition and infections in rural areas by strengthening the ophthalmic care services in all the existing peripheral health set-up (PHCs & Sub Centres).
- (ii) To clear the backlog of cataract by involving voluntary organizations to build low cost hospitals in the rural areas to achieve targets of 8 to 10 eye beds per 1,00,000 population.
- (iii) To ensure that eye care services reach the unreached, in remote areas, as an extension of services from the local base hospitals.
- (iv) To develop a 'model rehabilitation scheme for the blind and visually handicapped in their own indigenous surrounding.



(3) Gurgaon has a high load of blindness. A large percentage of population in this district belongs to low-socio-economic group. Dr.R.P. Centre for Ophthalmic Sciences, New Delhi conducted preliminary surveys and on the basis of data collected a Project was prepared to develop Gurgaon as a model district for eye care services integrating them with general health services in the district.

(4) Strategy & Goals

- (i) Comprehensive eye health services e.e. preventive, promotive and rehabilitative, shall be provided to combat the blindness and reduce the present incidence of estimated 1.4% to less than 0.5% by the year 1990. The strategy worked out for this model project is outlined below:-
- (ii) The Dr.R.P. Centre for Ophthalmic Sciences will be responsible for planning, manpower training organising surveys, epidemiological research and coordination of eye care services.
- (iii) The State Govt. will provide facilities for developing an integrated approach and strengthen the existing health services by assuring availability of the manpower already sanctioned and other usual resources in the district.
- (iv) The District Eye Relief Society, Gurgaon, will pool the voluntary efforts in organising the various eye camps and running of the charitable eye hospitals built for the purpose. They shall mobilise the necessary resources for organising these activities.
- (v) Maximum efforts will be made to mobilise the community participation for providing the services in the remote areas of the district and for building the infrastructure where Govt. facilities do not exist.
- (vi) Eye health care at primary and secondary level shall be developed in Gurgaon District by supplementing the existing health structure and mobilising additional resources required for the purpose under National Programme for the control of blindness and other Governmental and non-Governmental agencies.



(5) Methodology

- (i) Intensive health education through printed, spoken and picture words.
- (ii) Organisation of mini camps and extension services through Distt. Mobile unit.
- (iii) Strengthening District and Taluka/Civil hospitals for eye relief work.
- (iv) Setting up of rural eye hospitals in the voluntary sector.
- (v) Monitoring and evaluation of the Project shall be carried out every three years.

(6) Plan of Action

A six dimensional plan of action was visualised to reduce the incidence of blindness from 1.5% to 0.5%.

- (i) Survey
- (ii) Health Education on eye camp
- (iii) Ophthalmic Services
- (iv) Draining of medical and para medical personnel.
- (v) Continuous monitoring and evaluation.
- (vi) Rehabilitation of the blind.

(7) Without going into the details of the Project it will suffice here to mention that by mobilising services of voluntary bodies and pooling in the resources at the district hospitals with guidance and technical support from Dr.R.P. Centre a unique programme on such a vital subject as blindness was evolved, Under the Project we have already found a philanthropist who donated a 25 lac worth building for a 40-Bed Eye Hospital at Pataudi. Another donation of a 10 Bed building is ready. The number of Eye Operation Camps has increased from 7 in 1980 to 18 in 1982.

The number of operations performed has also gone up from around 800 to over 2000.

The above experiments in educational and health sectors demonstrate the kind of role Collector can still play. They are just illustrative and not exhaustive. Pioneering work was done in many other fields as well without much hindrances. As I mentioned earlier this Paper should be read in the right perspective and not taken as an attempt to glorify one's achievements. It is intended to show that despite "erosion" of power and authority, much is still left in the Collector's office. He is as powerful and effective as he chooses to be.

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## ROLE OF THE COLLECTOR IN GUJARAT - NEED FOR A REAPPRAISAL

By

Sanjiv Misra

In recent times the main focus of district administration has indisputably shifted away from the collection of revenue and the maintenance of law and order towards economic development and the upliftment of the weaker sections of the society. The role of the Collector in Gujarat State, who formally remains the representative of the government in the district, however intriguingly continues to be straight jacketed in the old colonial concept. Thus the Collector in Gujarat is still essentially a revenue and law and order man. This is despite the fact that many of the revenue and magisterial functions which he performs have lost the importance and significance that they had during the days of the British Raj when the primary concern of district administration was with the collection of land revenue and the maintenance of law and order. It would, therefore, not be an exaggeration to state that many of the duties which the collector presently performs are, despite the predominant status which he still enjoys in the district, somewhat out of tune with the aspirations of the people on the one hand and the main thrust of governmental action on the other.

With the exception, perhaps of Maharashtra, the somewhat restricted role of the Collector in Gujarat can scarcely be said to be representative of the rest of the country.

With the changing emphasis of district administration his role has to a greater or lesser degree adapted towards a developmental orientation since in most States the Collectors are actively involved in the planning and implementation of development programmes. In Gujarat, however, the peculiar pattern of administrative evolution has involved a deep cleavage between the revenue - law-and-order and development functions at the district level with the Collector, in keeping with his traditional role, being left with the former. The acceptance of the recommendations of the Bulwantrai Mehta Committee report on Panchayati Raj and the establishment of Panchayati Raj institutions in the district created a vertical split in the district administrative set up. The task of development administration in the district was entrusted to a three tiered representative structure with the District Panchayat as the Apex body at the district level. In the pattern of development administration envisaged above, a post of the District Development Officer, to be filled by an IAS Officer in the senior time scale (and thereby equal in

Not unexpectedly, with the creation of these institutions the Collector, while theoretically remaining the administrative head of the district, was divested of any effective role in the development administration of the district. The District Development Officer being an Officer of equal rank was in no way under the control of the Collector. As a natural consequence the entire development machinery in the district was placed outside the pale of the Collector's authority. The influence, if any, that he continues to exercise in development matters is more due to the traditional status and prestige that still attaches to his position rather than on account of any formal authority vested in him in this respect. The stage was thus set for the Collector to become primarily a regulatory functionary somewhat out of tune with the primary thrust of government functioning in recent times.

The result of this status quo orientation of the Collector's role is that he is greatly bogged down with routine and unimportant functions, while crucial matters like the monitoring and review of development programmes which concern the welfare of society as a whole do not strictly come within the scope and purview of his allotted functions. Apart from the fact that this considerably reduces the scope for job satisfaction, it also has the following far reaching consequences:-



- (a) The preoccupation of the Collector with routine work implies an underutilisation of his managerial capacity since it is an unquestionable fact that there is immensely greater scope for originality and ingenuity in the dynamics of development programmes than magisterial or revenue work of a routine nature.
- (b) It also implies the non-application of his administrative experience and the administrative clout which he carries by virtue of his predominant position in the district set-up, to the real problems which concern the majority of the people such as poverty, unemployment, satisfaction of minimum needs, etc.
- (c) With the rapid proliferation of developmental schemes and agencies there is more than ever a genuine need for an effective co-ordinating authority at the district level. The Collector of the district is ideally placed to perform this role if only he could be more actively involved with the development aspects of district administration.

The conclusion seems inescapable that the involvement of the Collector in development administration would not only make his role more meaningful and satisfying, but also give a much needed fillip to the administration and effective co-ordination of such programmes by the harnessing of his administrative experience and clout for this purpose.

From the above discussion, it will be evident that to make the role of the Collector more in consonance with the main thrust of modern day administration, it would require a radical reorientation of his traditional role - from that of a preserver of the status quo to a dynamic agent of change. In concrete term, it is urgently necessary that the Collector is relieved of certain routine revenue and magisterial functions requiring little originality or application of mind in order to afford him greater elbow room to concentrate on the real problems of human welfare in the district. The recent involvement of the Collector with district planning has been a very welcome step since it has brought him into direct contact with the multifarious aspects of development administration. However, saddled as he is with routine functions, it is somewhat difficult for him to do real justice to the planning and monitoring functions, which he is now required to perform as the Vice-Chairman of the District Planning Board.

A practical way out in this situation would be to create the post of a District Revenue Officer, who should handle most of the routine revenue functions which the Collector presently performs. If this is done then most of these functions, such as those pertaining to survey settlement, maintenance of records, remissions and suspensions of land revenue, etc., should be handed over to the District Revenue

Officer, Similarly, much of the quasi-judicial case work in the form of appeals against the orders of subordinate revenue officers, which do not require much originality or application of mind should also be handed over to him. The District Revenue Officer could also be designated as the District Registrar for the purpose of the duties to be performed under the Stamp Act."

As far as the routine magisterial functions of the District Magistrate are concerned, they could with ease be handed over to the Additional District Magistrate. This would pose no problems administratively since in the normal course virtually all such matter which the District Magistrate handles are ordinarily routed through the Additional District Magistrate. Thus delegation of these functions to the latter would not by and large involve any additional workload - only one level of decision making would have been reduced. Some of the routine magisterial functions which could be so delegated to the Additional District Magistrate are:-

- (a) appointment, removal, suspension, etc., of Police Patels (an anachronistic village functionary quite irrelevant at present),
- (b) all functions of the District Magistrate as Entertainment Tax Collector,
- (c) all functions relating to the regulation and control of cinema houses except the grant of 'N.O C.s' for setting up cinemas and suspension or cancellation of cinema licences,
- (d) all functions under the Explosives Manual, Petroleum Act, etc.

The above changes among others would greatly reduce the routine magisterial work with the District Magistrate while in no way detracting from his primary function of being the chief custodian of law and order in the district.

As far as the touring of the Collector is concerned, it should be done mainly with the objective of monitoring and inspection of programmes, which are directly concerned with the welfare of the people. Routine revenue matters should occupy a very secondary position. Thus during his village visits, the Collector should mainly preoccupy himself with the review of the work done relating to the supply of drinking water, Antyodaya schemes, house sites for landless, rural electrification, village roads, afforestation, family welfare, agricultural programmes, etc. Such visits will give him an important feedback regarding the efficiency and success of various development programmes being undertaken in the district. This feedback and experience will enable him to discharge effectively the planning and monitoring functions in the capacity of the Vice-Chairman of the District Planning Board. For the Collector to reorientate his touring towards the above objectives it will be essential to largely relieve him of the routine revenue inspection and audit of the village records, which are presently the primary purpose of his village visits.

It could be very legitimately argued here that nothing prevents the Collector from looking into the above aspects of developmental activity while inspecting the village revenue records and that he in fact ought to review these items during the course of his visit to the village. While this argument may appear extremely convincing at first sight a closer examination of the issue would reveal otherwise. Firstly, village visits of the Collector are traditionally fixed on revenue work considerations and hardly ever keeping developmental aspects in mind. Secondly, inspection and audit of the village revenue records is itself a time consuming affair, the same could more sensibly be employed in matters relating to the welfare of the people. Finally, due to the traditional association of revenue inspections with the Collector's visit to the village he has inevitably acquired the image of being primarily a revenue functionary - an image which will require to be quickly obliterated if he is to play the dynamic role envisaged of him in the present day context. If revenue inspections are at all to be a part of the Collector's Village visits they will have to be considerably shortened down, the stress being on the absolutely key-items which require the personal attention of the Collector himself. The detailed audit of the village records must invariably be left to the lower revenue functionaries. The continued obsession with village revenue audits is one of the

major stumbling blocks towards a modern approach to district administration in Gujarat State.

Let us now examine some of the possible arguments against the arrangement proposed above. One of the arguments which is often adduced against actively involving the Collector in development activities is that such a step would result in the Collector coming into conflict with Panchayati Raj institutions which have been entrusted with the implementation of most of the development programmes of the State Government. Such an argument is, however, specious since no transfer of power or functions from the Panchayati Raj institutions is conceived of in the new arrangement. The Collector's involvement would be confined to the planning, coordination, monitoring and reviewing of development programmes, (functions which have become vitally necessary looking to the rapid proliferation of development schemes and agencies at the district level), rather than with the details and modalities of their day to day administration. There is, therefore, no question of any conflict involved here. On the contrary the Collector would be in a position to actively assist the implementing agencies in giving added momentum to the development programmes implemented by them by virtue of his administrative experience and the clout that he carries as the representative of the government in the district.



An often repeated argument for the status quo goes something like this: "As the representative of the government in the district, the Collector is expected to concern himself with all aspects of district administration not merely revenue and law and order. There is, therefore, nothing which prevents him from performing a dynamic role in respect of development programmes if he has the required initiative. After all he is the Chairman of so many committees which concern themselves with virtually every conceivable activity in the district. All that is required is a positive attitude on the part of the Collector and a proper management of his time".

This line of reasoning though apparently convincing is only partially valid. A positive attitude and proper management of time can salvage the situation to some extent. The misapplication of the Collector's time and the severe constraints that it imposes on his freedom of action cannot, however, be wished away. At present the Collector performs a constant tightrope walk between the routine and the non-routine aspects of his work. In any case it would be bad administration to leave such crucial aspects of governmental functioning to the mercy of an individual's initiative. In bureaucratic organisations, it is always necessary to formalise and institutionalise the role which a functionary is required to play. It is, therefore, not enough to say:

"The Collector could always do that if he had the requisite initiative". On the contrary it must be unambiguously stated that, "the Collector is required to perform such and such functions". To institutionalise and formalise the new role which the Collector would be expected to play, it would be extremely necessary to designate him as an ex-officio Joint Development Commissioner on the same pattern as he has already been designated as an ex-officio Joint Commissioner of Industries.

One consequential advantage of this reorienting of the Collector's role would be to mitigate some of the undesirable consequences of the sharp dichotomy between the Panchayat and Revenue Departments in the present day district administration. One of the unfortunate effects of this great divide has been that one important half of the government machinery in the district (namely that under the revenue department) is uninvolved with the problems of development which vitally affect the welfare of the people. It is not for a moment being suggested that the revenue machinery should be involved in the implementation of development programmes. However, due to its traditional orientation and the inflexible division between revenue and development matters as mentioned above even the minimum necessary involvement and concern regarding development activities seems to be lacking as far as the revenue machinery in the district is concerned. To illustrate, it

would indeed be a rare Mamlatdar (Tehsildar) who makes inquiries about the assistance being given to Antyodaya families or the progress made in the minimum needs programme during his visits to the village. In case some representations are made on this subject, he would in all probability shrug it off as being a matter not concerning his department. As a consequence of this departmental mode of thinking an important and impartial feedback on the progress and efficacy of development schemes is lost to government. With the active involvement of the Collector with matters relating to development these departmental fetters would to some extent be loosened since the subordinate revenue officers would then be expected to keep themselves well acquainted with the progress of development activities within their respective jurisdictions.

To conclude, therefore, the case seems to be overwhelmingly in favour of actively involving the Collector in Gujarat in development matters which form the main thrust of to-day's administration. Apart from making his role much more creative and meaningful it will also go a long way in giving this vital institution a more relevant and dynamic image. After all the government in a welfare State represents something much more than just revenue and law and order. Can the representative of such a government in the district represent anything less?

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EFFECTIVENESS OF DISTRICT ADMINISTRATION -  
DESIGN OF A "SYSTEM"

- FANI BHUSAN DAS  
COLLECTOR  
KEONJHAR DISTRICT  
ORISSA.

WHY A "NEW SYSTEM"?

The Institution of District Magistrate and Collector is the legacy of British Rule. The post Independence period in the Country has brought about innumerable social and economic reforms which have given rise to new hopes and increased the ambition level of the people in general. To fulfill this expectation, it is necessary to expedite the process of change through design of a suitable "System". In the new socio-economic environment, the District Administration has to reorganise itself not only to solve the immediate and present problems but to initiate suitable action programmes at the grass root levels to mould the future for establishment of a humanised community.

India's agricultural economy justifies the disperse growth of villages. It is to be reckoned that in spite of progress of industrialisation in the Country the village system continues to strengthen its base. Consolidation of settlements leading to urbanised structures, with the progress of industrialisation is a myth. It is, therefore, necessary to reinforce the village economy for the healthy and balance growth of agricultural and industrial sectors.

Analysis of human organisations in a predominantly agricultural society highlights the necessity of smaller settlements (village) for effective channelisation of socio-economic activities. Before the independence of the Country the villages were subjected to serious stresses and strains in different political set-up. During the British Raj and also before, the Rulers restricted their activities mainly in the physical space where there were heavy concentration of population which were subsequently recognised as urban centres. The performance of the Rulers was judged by the voice of people living in these urban areas. As a result, welfare of the people living in the villages was completely neglected. The despair and frustration brewed in the rural habitations could not be brought to the notice of the administration due to predominance of urban voice. The call for freedom of the Country by Gandhiji raised new hopes in the minds of the villagers for which they participated whole-heartedly with the freedom movement.

The independence of India electrified the spirit of the people both in urban as well as in the rural areas with new hopes and ambitions. Avenues opened up for the frustrated rural mass to ventilate their problems and grievances. The village frustrated youth were in<sup>a</sup> hurry for a change and in an effort to bring about<sup>a</sup> change

immediately, they rushed to urban areas. Availing the improved infrastructure they merged themselves in the urban stream of life. This process continued for some time after which the rural migrants to the urban areas became parasites due to over crowding and saturation of the available socio-economic infrastructure. The 5-year plans of the Country spelled out many programmes for development of villages by allocating substantial funds. But in spite of clear objective set out in the 5-year plans, the desired result of improving the economic condition of rural mass is yet to be achieved. During these years after independence the economy of the Country has been diversified in various new and dynamic programmes. Such forward looking effort has also given rise to a process of rapid changes of values in different spheres of life. In the village level the problem of conflict of values amongst and between younger and older generations has also aggravated the level of dissatisfaction, disharmony and jealousy which have attributed to the retardation of development process. An unhealthy trend of "spoon-feeding" has also developed in the village. Unless the villagers are motivated to participate whole-heartedly in various programmes of development with an attitude of "Self-help" it will not be possible to achieve the objective of total development. The crux of the problem is to evolve a 'system' for effective execution of designed programmes at grassroot levels in commensurate with the overall strategy of development.



This is the challenge for the District Administration which should involve itself totally for transformation of the members of the community into productive human resources.

#### CONCEPTUAL FOUNDATION

There are four conceptual foundations to the new approach of grassroot management:

1. Harnessing the youth energy in the village itself by engaging them in gainful occupation;
2. Motivating the youth ; (a) to take the responsibility of socio-economic problems of each and every family of the village in close collaboration with the Govt. machinery; (b) to fill up the gap between the required socio-economic infrastructure of village and that of provided by Govt. by direct contribution;
3. Developing a strong sense of belonging for the village and an attitude of "self-help" for creation of homogeneous village organisations;
4. Creating "Institution" at the village level for channelisation of socio-economic activities in the right direction.

At no point of time, it will be possible for any Government to provide 100% employment to all the youth . The avenues for harnessing the energy of the youth must be explored for restoring and strengthening the social order. Considering the trend in the growth of population and pace of development, the urban centres in the settlement system

cannot provide employment to all the eligible workers. The process of urbanisation to bring about socio-economic changes in a predominantly rural society has not been very useful. The answer to the problem is to "hold back" the youth in villages in gainful occupations. In order to achieve this objective it is necessary to motivate the youth, besides imparting various vocational training to them, which can be adopted in the villages. The present approach of migration to urban centres with expectation of employment should be changed by motivating the youth. Once motivation is successful the youth can be settled in suitable occupations in the villages according to their ability and interest through various ongoing schemes of the Government, like Integrated Rural Development, 20 Point Programme and Economic Rehabilitation of Rural Poor etc.

The "family" being the lowest level of social organisation is to be provided with adequate socio-economic opportunity for its growth. The welfare of "each" family is the ultimate objective of any benevolent Government. Broad policies and action programmes for development are decided at higher levels of administration, which in course percolate to the lowest level of social organisation. The

gap between highest and lowest level of administrative machinery is wide enough to dilute the very objective of execution of programme at the level of the village, unless adequate steps are taken to design a system to deliver the goods. Personnels for execution of the programmes at the village level are not fully aware of the objective designed at the higher levels. Besides, they are also not adequately trained and motivated to achieve the objective. It is also not possible to improve their performance with best efforts of Supervising Officers. In the "system" to be designed for delivery of the benefits to the lowest level, it is essential that the role of the villagers especially the youth should be integrated with the Government machinery. The training and motivation of the rural youth should be designed properly so that they themselves take care of the development and management of rural affairs with the catalytic role of the Government. The youth should be settled in different gainful occupations in the village itself with the assistance of various ongoing projects and in return it will be their duty and responsibility to contribute their might for welfare of each and every family of the village. The contribution of the villagers to fill up the gap of the required physical as well as socio-economic infrastructure in the village will go a long way to achieve the objective of development. A strong sense of belonging for the village

/The main functions of such service institutions

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and an attitude of "self-help" are the two most important for determinants of implementation of this new approach. It requires a 'system' to be built on these solid conceptual foundations which will ensure performance at grassroot level service institutions should be to produce of economic goods, provide public goods and to ensure governance and administration of justice at the village level.

Presently the villages have lost their cohesiveness resulting in "mob", for which there is total fragmentation of the community giving rise to self-oriented spirit and action. The forces of group dynamics have become inert and the villages are converted to conglomeration of lifeless brick and mud structures. To correct the existing situation, creation of organic Institution in each and every village is essential to building process. There is no alternative to this, which must be achieved by formulation of strategies and action programmes by the District Administration, through the tools like Motivation, Cooperation, Communication, Perception and Belief in human dignity etc.

#### THE IMPLEMENTATION OF THE "SYSTEM".

A beginning has been made in "Kempasara" one of 2108 villages of Keonjhar district in Orissa. On 2nd October, 1981 a meeting was held in the village where all the youths and old participated and analysed critically the present trend and approach of development. They also discussed // bring the people together for reviving the community

various alternative solutions for over all welfare of each and every family of the village. The villagers were convinced that even with million dollar Government investment it will not be, possible to achieve the desired result, unless the villagers create an environment of involvement and "self-help". They also realised that the present attitude of acquisition of wealth and property at the cost of every thing is a meaningless mad-race. Life is continuous with a pause (known as "death"). The pause changes the mode and quality of life which is directly dependent on the activities and deeds before the pause. One should develop such attitude in life, so that the short spans before the pauses are utilised purposefully for strengthening the human bond and fellow feeling, instead of cut-throat spirit strangulating the very base of humanity. The youth and old took vow to change their approach of life, adopt the organic philosophy of life, environment and "self-help". A "process" and not a "project" has started in "Kempasara" which is now on the way to bring about revolutionary changes in the rural India. During the year 1981-82, after "Kempasara", this process has also been started in one village of each of the rest 12 Blocks of the district.

During the year 1982-83 a methodology has been evolved to "set in" the process in all the 2108 villages of the district, keeping in view the basic objective of producing the required economic goods, public goods and to ensure proper administration of justice at village level with

the principle of "self-help" and full participation of the villagers to maximise the level of satisfaction of the people. The step by step action to be taken for successful implementation of the new concept are as follows:

1. Motivation of the youth and the villagers for "self-help" and for full and complete involvement in the village development programmes.
2. The youth of the village are to be assigned with the following jobs.
  - a) Requirements of each and every youth of the village for settling himself in some gainful occupation are to be worked out.
  - b) Working out the present income of each family and suggesting additional inputs for improving the income of the families of the village.
  - c) The social problems of each family including health, education etc. should be worked out.
  - d) Problem of families if any, relating to administration of justice are to be identified.
3. After above is complied the Block Development Officer and the Extension Officers will discuss with the youths and the villagers and finalise the required inputs for each youth and family of the village.
4. The requirement of social and physical infrastructure should be worked out in detail by the Block in consultation with the villagers.



5. The Block Development Officer after finalisation of the above steps should take the following action.

- a) Move District Rural Development Agency (DRDA) for declaring the village as special cluster under Integrated Rural Development (IRD) if not already included in the IRD Cluster.
- b) Forward the applications of the youths and families to the Banks for sanction and disbursement of loan and ensure that the benefits are delivered as quickly as possible. The sanction should be preferably done in the village itself by the Bankers where the Block Development Officer should also remain present.
- c) Prepare plan and estimate for development of the Physical infrastructure in the village where the contribution of the youths and villagers should be included.

6. The Extension Officer will be accountable for management and development of 10 to 15 villages. Each village will have a Grassroot Manager (GRM) properly trained and motivated to look after the welfare of the families of the village. The Extension Officer can easily communicate with the GRMs for carrying out effectively different development programmes in the village.

7. The Block Development Officer should take steps in consultation with different authorities for proper administ-

ration of justice in the village. At the village level the Revenue Inspector and Police should be involved for settlement of land disputes and other local litigations.

An organisational structure has also been devised to channelise the concept into a "system" at the grassroot level. A block is usually manned by a Block Development Officer with 8 to 10 Extension Officers. There are on an average of 150 to 200 villages in a Block. Each Extension Officer has been given charge of 10 to 15 villages for the total welfare for which he is made fully accountable. The Extension Officer visits his villages at least once in a month to properly communicate with the people for effective implementation of the links of the "system". Motivating the people in the desired direction is the most challenging job to be accomplished. An hierarchy of communication process is established in which the Grassroot Manager (GRM) is at the lowest level and the Block Development Officer (BDO) is at the top level of the 'system'. The GRM is the most important person directly responsible for the management of rural affairs. He is not a Govt. employee. He belongs to the village for which he has taken the responsibility of welfare of each and every family. This responsibility has been taken by the GRM in return to the contribution of the 'system' by which he is able to engage himself in a fruitful occupation. The Key personnel are the GRM, Extension Officers and SDOs

who are to be trained and motivated to articulate their thinking process and action towards development and management of the village. An "Institute for Management of Rural Affairs" has been established in the rural surroundings of Gonasika, a beautiful growth centre located at 30 KMS from Keonjhar. This Institute has a pivotal role to play in the motivation and training of the key personnel for ensuring healthy growth of the "system" so that rural environment becomes organic to provide adequate scope for fulfilment of ambitions and aspirations of million of people living in Country side .

NATIONAL SCENE AND "THE SYSTEM".

From the news paper media and other communication channels it appears that there is a crisis in the social, economic and moral spheres of life in the Country which may or may not be true. But it is also the duty of every citizen to find out and suggest ways and means of overcoming the crisis so that the social order is maintained. It will be of no use to shout on the top of the roof about the maladies only, without articulating the thought for corrective measures. The inevitable and effective approach can only be from grass root level of the society instead of top level action. The designed system is one of the grass root approaches to strengthen the socio-economic base which will yield

desired results for consolidation at the National level. The successful implementation of the concept with the designed "system" will provide ample opportunity to utilise the energy of the youth for productive purposes at the lower level of human organisations and restricting the rural urban migration; thereby increasing the level of satisfaction of people and ultimately restoring the eroding human values and social order.

The effectiveness of the District Administration can be increased by adoption of this "system" which ensures development of integrated human progress, thorough restructuring of organisation, Community involvement, Self-reliance and Social action with the cohesive ingredients of human values and acceptance of Man as Man.



## INSTITUTIONALISING GRASSROOT MANAGEMENT

\*\*\* FANI BHUSAN DAS,  
COLLECTOR, KEONJHAR DISTRICT  
ORISSA.

Our thoughts are at cross roads. We encourage professionalism and specialisation in all the fields of activities like Space Technology, Medical, Engineering, Social Sciences, Econometrics and what not, but when it comes to consolidation of "Human Organisation", we discard it as a dream. "Independence of India", "Landing of Man at Moon" were dreams once upon a time, which are now realities. Patronage, Conviction and continuous and concerted efforts are the keys to translate the concepts into practices. With all those spectacular achievements in various spheres, what has happened to the "human organisation"? It is in a continuous process of disintegration. One of the main reasons is the narrow outlook of the development in each activity restricted in its limited sphere without establishing desirable relationship with other activities and being devoid of the component of human reaction and its welfare. Such attitude is responsible for the existence and nurturing of poverty and plenty side by side not only in the field of economic development but in all technological, sociological, and other spheres of activities. Development and enrichment of individual organisation of any branch of political, social, economic and technological structure at the cost of human organisation is suicidal.



The development of Human organisation has come a long way since the beginning of the civilisation. Knowing well the objective, we are moving away from it by our divergence action due to predominance of thoughts to achieve success in individual structure. This needs a change. But the complexity of the problem is so perturbing that we are scared of initiating any thought for corrective measures as a result are looming around the "present" without looking forward to the "future".

The present and the future are dependent on each other and in no case one should be allowed to grow at the cost of other. Over emphasis on the present maladies only without evolving corrective measures and without advance designing of action programme for the future is disastrous for the Society. Maladies, ills, wrong doings occurring at a particular point of time should be tackled to provide immediate relief. It is also essential for articulation of thinking process and action in a positive way to eliminate the same in future. Devoting entire time, energy, resources etc. for mud throwing at each other and to arrive<sup>at</sup> a short term adhoc remedy without an eye for the future will make us liable for an explanation to the coming generation who takes over the management of human organisation in course of time. To many the thought or action in this direction may appear to be an utopian concept, but there is no other alternative to start a process of change which will mould the future

for strengthening and enrichment of human organisation. It is comparatively easier to construct high technology building, bridge, space capsule etc. but it is extremely difficult to build an organic machine "THE MAN" whose thoughts, actions, behaviours are conducive for healthy growth of the human Society. The MAN by now has got the recognition of performing impossible acts in the Universe, but can he not construct himself in the right way to save the sinking boat of humanity? For any scientific and technological innovation the beginning is always from a laboratory, the bottom most level of operation. For the innovation of the technology of Man, the bottom most, i.e., the Grass Root Level is the "Unit of Village" where limited number of families forming the lowest rung of ladder in the society react with each other. This is the laboratory for starting the innovation process of Man and renovating the structure of his organisation.

After the laboratory is located, next question arises about theories and principles basing on which the reconstruction of Man can be taken up. The given factors like the technological, economic forces and the present inert and inorganic social forces, with the decaying and deteriorating "Value System" are the critical accomplishments, on which the derivation of the theories are to be made. The task before us is the fulfillment of basic human and social values for improving the quality of life. Two of the most important tools viz; training

and motivation are to be suitably designed at the Grassroot Level, besides other complex tools to be thought of.

A humble beginning has been made in this direction in Keonjhar District of Orissa. An "Institute for Management of Rural Affairs" has been started at Gonasika. Grassroot Management is the dynamic organ of the Institution it manages. Every village is a 'Service' Institution having a distinct character through which the socio-economic inputs are delivered to its members. Without effective management there would be only a mob, not an institution. Managing the resources of the Institution for performance is the need of the day. This would only be possible by proper training and motivation of the villagers who are the tools of management for harnessing the resources. The birth of this Institute has its embryo in the concept "MANAGEMENT FOR PERFORMANCE OF SERVICE INSTITUTION AT THE GRASSROOT LEVEL TO IMPROVE THE QUALITY OF LIFE " by designing right skills, techniques and tools.

No society, however affluent it may be, can thrive without sustenance of human values which basically are Truth, Right Conduct, Love, Peace and Non-violence. The course contents of the Grassroot Management have been designed with special emphasis on sustenance and enrichment of human values with desirable relation to development process of physical, economic, technological, political and social resources. Subjects like Education, Health, Nutrition, Public Health,

Economic Inputs, (Agriculture, Soil Conservation, Industries, Pisciculture etc.) Co-operative Movement, various Govt. programmes, Social Responsibility, Communication, Human Values etc. besides vocational training; are designed suitably for rendering the knowledge fruitful at the villages. The Institute has taken up the Challenge of training and motivating rural youth with the following objectives :-

- i) Strengthen the 'benefit delivery' system of the Country's 5-year plan, the New 20-Point Programme and Economic Rehabilitation of Rural poor.
- ii) Establish close and intimate 'Link' between the rural people and Government machinery.
- iii) Motivate people through 'Grassroot Managers' to take responsibility of the 'Total Development' of the villages by integration of 'Self help' attitude with the Government Programme.
- iv) Rejuvenate the ageing and deteriorating human values namely; Love, Right Conduct, Peace, Non-violence, Truth and establish distinct and desired relationships between the 'value system' and 'Development' for all round growth of the man-kind.

The rural youth , selected one from each village by the people themselves are designated as Grossroot Manager (GRM). At the Institute, suitably designed training and motivation programme attempt successfully to reconstruct the GRM in the innovative approach after which they

are sent back to their respective villages with the task of reconstructing each and every member of the village community in the new Philosophy so that the process of change towards strengthening of the human organisation starts and travels upward. The GRMs who are within the age group of 18-30 are merely the workers and not the leaders of the village community. An organisation-structure has been devised to channelise the concept into a 'system' at the grassroot level. A Block is usually manned by a Block Development Officer with 8 to 10 Extension Officers. There are on an average of 150 to 200 villages in a Block. Each Extension Officer has been given charge of 10 to 15 villages for the total welfare for which he is made fully accountable. The Extension Officer visits his villages at least once in a month to properly communicate with the people directly and through the GRMs for effective implementation of the links of the 'system'.

Motivating the people in the desired direction is the most challenging job to be accomplished. A hierarchy of communication process is established in which the Grassroot Manager is at the lowest level and the Block Development Officer is at the top of the 'system'. The GRM is the most important person directly responsible for the management of rural affairs. He is not a Government employee. He belongs to the village for which he has taken the responsibility of welfare of each and every family. This responsibility has been taken by the GRM in return to the contribution of the 'system' by which he is able to engage himself in a fruitful occupation. The key personnel



in the 'system' are the GRM, Extension Officers and the BDOs who are to be trained and motivated to articulate their thinking process and action towards development and management of the village communities.

The duties and responsibilities of the GRMs have been divided into three category viz; "Dos for himself", "Motivate villagers" and "Report to higher level".

#### I. DOS FOR HIMSELF

He shall :

- 1) maintain family inventory in the village in the prescribed proforma.
- 2) enlist unemployed youth and under-employed youth and suggest occupation for full time employment after discussion with the villagers and the youth .
- 3) assess requirement of physical infrastructure in the villages.
- 4) suggest additional economic inputs required for each family of the village in consultation with the villagers.
- 5) repair portion of the tube wells above the ground
- 6) hold meeting in the village once in a month
- 7) attend to the first-aid requirement of the villagers
- 8) identify symptomatics
- 9) settle petty village disputes in consultation with the local police and the Revenue Inspectors
- 10) take up minor repairs of agricultural implements
- 11) look after and manage the assets created in the village both for the community and for the individuals.

#### II. MOTIVATE VILLAGERS

He shall motivate:

- 1) people for acceptance of family welfare programme.
- 2) parents for regular attendance of children in the schools



- 3) villagers for successful implementation of various schemes taken up in the village giving emphasis on "Self-help" and contribution of the people.
- 4) villagers for repayment of Government dues, Bank dues and cooperative dues.
- 5) villagers for prohibition
- 6) a spirit of people's whole hearted initiative and participation in development programme with the Govt. support and not vice-versa
- 7) awareness of the people on Social responsibility stressing on :
  - \* Role of spiritualism in human life
  - \* Role of individual in the society
  - \* eradication of present maladies in society like jealousy, greed, desire to become rich by unfair means overnight, intolerance etc.
  - \* Mutual Co-operation
  - \* Care of public properties
  - \* Conservation of trees and forests
  - \* Civic sense
  - \* Self-help attitude and not to spoon feeding

### III. REPORT TO HIGHER LEVEL

He shall report:

- 1) non-availability of essential commodities and mal distribution thereof to the BDO.
- 2) out-break of epidemic to the Multi Purpose Worker of Health Deptt.
- 3) cattle epidemic to the nearest Veterinary Field Staff.
- 4) incidence of pest and disease and epidemic of crops to the nearest Village Agricultural Workers.
- 5) incidence of natural calamities to the Revenue Inspector.
- 6) delay in execution of development programme in the village to the BDO.

The duties and responsibilities of the GRMs are designed for performance in the village which will

offer solutions to the individual and community's immediate problems and as well as to frame the right mould to channelise the future.

The concept of Grassroot Management for reconstructing 'THE MAN' and renovating the human organisation is no doubt one of the impossible tasks before us. Many impossible tasks and dreams have been converted into realities. This task is to be made possible for the very existence of the Man and his organisational structure. The translation of this concept into practice has been started in Keonjhar District of Orissa from the beginning of 1982. The dimensions of the problems are so horrifying, that sometimes, one gets disheartened. Few cases of success within this little span of time provide encouragement and the words of Swami Vivekananda "Arise, Awake and Stop not till the goal is reached" resound the ears of the executors of the concept and give them the courage to march ahead. One of the most important problems is the acceptance and recognition of this concept of development at higher levels. Programmes are being formulated through organisation of Seminars etc. for proper communication of the idea. Every individual in the present society should react to this dream and contribute in a positive way to make "the present" socially satisfying and to frame a right mould for "the future" to channelise the environmental forces (both Man made and Natural ) for enrichment of human organisation through institutionalisation of grassroot management.



A TREATISE ON THE ROLE OF COLLECTOR  
IN DISTRICT ADMINISTRATION WITH PARTICULAR  
REFERENCE TO THE PHASE WITH COMMUNITY DEVELOPMENT  
AND PANCHAYAT RAJ

(1) INTRODUCTION: - By V.Chandralekha, I.A.S.

I am happy and thankful to the State Government of Tamil Nadu for having nominated me to participate and deliver a lecture on Public Administration in this Seminar conducted under the auspices of the Indian Institute of Public Administration, New Delhi. From my student days, I have been getting myself interested in studying the various concepts of the Public Administration. There have been changes in the structural and functional aspects of the Public Administration in our country for the past 4 decades after the attainment of Independence. A Public Administrator has got important role to play in the life of the people. It is this branch of Government that touches more directly and more strikingly than any other, the lives of the citizens. As a District head, I have had occasions to feel that with the high rate of illiteracy in our country, an ignorant villager may not know anything of the Constitution of the country, but he views the Collector a District head, as a king-pin of District Administration, a symbol of authority and a living reality to him. During the "Grievance Day" and on the days I go for the conduct of "Mass Contact Programme", individuals in all walks of life approach the Collector for alleviating their grievances and seek remedy touching their problems, economic, social religious and even personal problems. The People expect a wide variety of services and protection. To Rural India, the Collector has always been held in esteem, as an Officer who could solve their difficulties, an officer to whom they could always go for action and help and an officer who

would always come to their help and rescue in many troubles to which rural India is exposed. The ideals of democracy, progress, prosperity and protection of the common man can be obtained only through impartial honest and efficient administration.

An administrator should be neutral in politics and serve faithfully any political party which comes into power. He should have an agreeable personality, possess the ability to get along with the people, have character and integrity, and have quality of leadership and be able to make a high percentage of correct decisions without undue procrastination. In the field of Government, he must possess some aptitude for getting along with politicians.

The Report of the Bombay State "Land Revenue and General Administration and Managed Estates 1947" says, "In spite of all that has been recently said to the contrary, the Collector is still the interpreter to the people of his district of a system of Government designed to be paternal and benevolent. He has wide opportunities of doing lasting good to the people. It is not only in times of famine and epidemics that he does a great deal and grants relief and help to those who need it. Both in the Headquarters and in the course of his tour, he is ready to listen to all complaints and grievances and does his best to remove them".

It is difficult job to locate the priority over the various wings of the District and Administration. All the spheres of activities of the Collector, Revenue, Magisterial Executive and

Developmental functions are equally important. Considering the present context and the need, I would like to deal with the Developmental functions of the District. Before going into the details of development activities, I would like to deal with some of the general aspects of the public administration and the role of the Collectors in the District Administration in the past and present.

(2) Public Administration and Role of District Administration:

Public Administration has a very important place in the life of the people. It is a vital social process charged with implementing great plans. It is a part of the Social Cultural and Economic life of a Nation and is a permanent force in her life. Public Administration carries out functions which are vital for the very existence of the people such as maintenance of Law and Order, supply of essential commodities, provision of housing and clothing. It is bound to foot to the Public tasks.

As Public Administration, Postulates a study of human behaviour, no concept of it can be studied as an absolute constant. Environmental factors, social set up and circumstances of time affect Public Administration a great deal. With the great advancement of Science and Technology resulting in the invention of new techniques at all levels of human activity, the problems of maintaining, effective co-ordination between the administration and the rest of the community, has



become of great importance. The administrator is the essential servant of the new age which is becoming so complex that neither the bluster of the power politician nor the abundant good-will of the multitude will avoid break down, if, despite the adoption of right policies, wrong administrative steps are taken. The success or failure of the Government will always depend upon the efficiency of Public Administration. The Political chiefs may formulate grand plans but if the execution of these plans is not carried out in the right spirit and earnestness, all the labour of the political chiefs will turn to a naught. And that is one of the reasons of Public dis-satisfaction in India. It is the Public Administration, ultimately, upon whom depends to a great extent the welfare of the people. Thus Administration has become the heart of the modern problems of the Government. The reason is that the state has become an instrument of Social Co-operation as well as Social resultation. The work of the Government has increased both in volume and complexity.

In India, efficiency of the administration means the efficiency of District Administration, because it is the district administration that comes into direct contact with the people in the rural areas, who constitute more than 70% of the population. In the implementation of the various schemes and programmes, the administration is divided into numerous administrative agencies called departments. These departments

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district  
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tor

cannot function independently. As a captain and a Co-ordinator/ has to Co-ordinate the different departments to prevent duplication, overlapping and waste. The success or failure of a scheme, depends upon the handling of the same at the district level administration. The Collector of a District should provide good leadership. His maturity, impartiality and objectivity are the important guiding factors to ensure the successful team work at the district level. Great work is involved in the execution of the works relating to new policies and the Collector has to bring to bear on his work all his powers influence, persuasion and Co-ordination of activities of various departments.

### (3) ORIGIN AND EVOLUTION OF DISTRICT ADMINISTRATION

To have a clean understanding of the power and position of the Collector, it is better to trace the history of the role of the Collectors during the Bureaucratic regime and the present Democratic days.

Popularly speaking the administration of the Public Service of a country are referred to as bureaucracy. But the essence of bureaucratic system of Government is a Civil service independent of the control of the legislature. The power of the officials under such a system of Government constitutes a threat to the liberties of the people. Harold Laski has defined Bureaucracy as "a system of Government, the control of which is so completely in the hands of officials, that their

power Jeopardises the liberties of ordinary citizens. The characteristics of such a regime are a passion for routine in administration, the sacrifice of flexibility to rule, delay in making decisions and a refusal to embark upon experiment."

The root cause of many political and administrative problems in India, was the foreign rule in the country. For a long time, the British were busy in conquering different parts of India and in the process, military men and not civilians were engaged in administering those parts. There was no room for a systematic Civil administration. There were no legislatures for a long time. For about a century, when the legislatures were created, they were not given power to control the higher Government servants who belonged to the ruling country itself, as the natives of the land could not be trusted in responsible executive offices. These officers were the pick of the British nation.

The District Officers wielded immense power for a long time in the past. He ruled autocratically and nobody interfere in his work. He was the virtual monarch of the District. The Districts were divided into two categories - Regulation-Provinces and Non-Regulation Provinces.

A civilian posted in the Districts of Regulation provinces was called Collector and District Magistrate and that in the Non-Regulation provinces they were called as Deputy Commissioners. The Montagu-Chelmsford Report summed up his position thus "The

District Officer has a dual capacity, as Collector, he is head of the Revenue Organisation, and as Magistrate, he exercises general supervision over the inferior courts and in particular police work. In areas where there is no permanent Revenue Settlement he can at any time be in touch with, through his revenue Sub-ordinates with every inch of his territory. Several other specialised services exist with staffs of their own. But in varying degrees, the District Officers influence the policy in all these matters and he is always there, in the back ground, to lend his support or if need be to mediate between specialised civil service and the people.

The position enjoyed by the District Collector was much more exalted than is warranted by the powers wielded by him in the actual exercise of his duties.

The term Collector denotes a very important administrative Officer who is the head of the district and a corner stone of the British administration at the District level answerable only to the Board and Government. In Madras province, a Regulation II of 1803 was passed defining the authority committed to Collectors and for describing the modes of procedure required in the discharge of their duty. Collectors were "declared to have authority to Superintend and control, under the orders of the Board of Revenue, all persons employed in the executive administration of the Public Revenue, all Zamindars, or proprietor of land paying revenue, and all

farmers securities, raiyats or other persons concerned in, or responsible for any part of revenue to Government as far as the said superintendence and control may relate to the executive administration of the Revenue under the regulations now enacted or to be hereafter enacted".

As is seen from the above, the primary duty of the Collectors was the Collection of revenue and it is this function that gave him the designation of "Collector". But this work as Collector differed in different provinces according to the system of Collection of land revenue and other local circumstances.

Though the designation "Collector" connotes a limited purpose, the enormous powers wielded by him would make one to feel that everything which touched the life of the people in the district was his (Collector) concern. Ramsay Macdonald has rightly pointed out that "he is the eye of the Government and its tongue. He has to keep his finger on the pulse of his district, and nothing of any importance is supposed to happen without his knowledge. A sparrow ought not to fall without the incident coming to his ears".

It is very difficult to explain in detail the position of the Collector of a district. He is an officer, who administers a vast territory and is responsible for the collection and custody of considerable sums of public money, the welfare of a large population, consisting of diverse races, and following

different religion for the discharge of which he must possess extraordinary qualities of mind and body.

As an illustrious former civil servant aptly pointed out "the capacity of a civilian's mental power should be similar to that of the elephants trunk, which can pick up a pin and pull down a mighty forest tree. There is nothing too great and hardly anything too small to which he may not in the course of his career be expected to apply himself."

This shows that a District Officer is an indispensable part of the Indian Administrative machinery.

The District Collector wielded immense power for a long time in the past. He ruled autocratically and nobody could interfere in his work. The people were afraid of the power and position of the Collector. Even if the Collector took any adverse decision against anybody he did not choose to prefer any appeal. The precarious means of transport and communications also made it difficult for them to take any matter to authorities superior to Collector. The control of the Collectors by the authorities above also was very light, as it could not be effec-

distance. The result was that the discretion of /tively maintained due to the barriers of /the district officer remained in tact. Even if any appeal was referred before higher authorities, they supported only the stand of the subordinate, the underlying idea being that the strength of a chain lies in giving attention to its weakest link. They thought that if the authority of the District Officer was undermined, confidence



of lower rungs of bureaucracy will become shaky and British rule would become very difficult to rule in India. The supervising officers found it difficult due to long distance and the inconvenience of Travel.

The Bureaucracy received a great encouragement in India during the British regime. The Bureaucrat officials who reach the position of District Collectors through their slow degree of promotion they imbibed a love of routine and red tape. Thus the administration virtually become a bureaucrate brotherhood. This feature of administration lasted till 1937 when the Government of India Act 1935 came into operation in the province.

Since Independence, there has been considerable writing and speaking about the role of the Collector. Under the British Rule, the Collector was the kingpin of the administration. He was the symbol of authority and prestige. The Collectors who were formerly symbols of power have now become symbols of service under the new dispensation. Formerly, the Collector derived his power and authority, from the British King and his representatives. The source of power, now is the people expressed through its elected representatives. His role has now become complex. The Collector has now to walk on tight ropes. He has always to reckon with the local representatives of the party in power. Otherwise he may get into difficulties. Many of them wisely take the line of least resistance and mark their time. After the introduction of Panchayat Raj, the Collector has to reckon with a horde of non-officials, many of whom are politicians with a pull.

As observed by Shri V.T. Krishnamachari "The Collector's role has changed but not deminished for he now has the function of guiding democratic bodies. Often he has to carry conviction with members of democratic institutions" Though the position of the Collector and his prestige have changed and undergone several modifications, he still remains the responsible head of general administration in his district and the Chief representative of the Government. Upon his energy, skill, tact efficiency, grace resourcefulness and dominance depend ultimately the efficiency of the Government, and the work of his subordinates depend in a large measure upon the inspiration and stimulus got from his personal example.

So far as the development field is concerned, the Collector is the captain and Co-ordinator of the development programmes of the district. He is the first citizen of the district with his vast reservoir of administrative experience, he plays a dominant role in the realisation of the objectives of Panchayat Raj and Rural Development. He is a non-party man and has no predilection or sympathies with any political organisation. As captain, the Collector has to ensure that all those who are engaged in the administrative field in the district work as one man. Men holding posts in different departments, units of administration and Co-operation with stress on providing free and compulsory education for all children until they complete the age of 14.

The aim of the constitution is thus, along with self Government, the nation should set up a welfare state-evolve new pattern of society in which there will be sustained endeavour to raise living standards to the maximum extent possible through increased employment and increased production by ensuring social justice and reduction of inequalities.

The Community Development movement represents the Welfare State in action in rural areas. It is to bring about a psychological revolution-to fill the villagers with a keen desire to improve their standards of living through their own efforts and through co-operation among themselves. The function of the administration is to assist the villagers in their efforts to do this.

According to the decisions of the Planning Commission the first attempt towards evolving a total approach to local development was made. Under this programme were set up some 5000 blocks in the country, each block consisting of about 100 villages. Each block was to be a unit of planning and development. Each block was, therefore, to have an integrated programme or rural development. Hence at the block level, the various departmental agencies were to be integrated. All the officers of the various departments viz., Agriculture, Animal Husbandry, Co-operation, Public Works, Rural Industry, Irrigation, Education Social Education, Women's education, were to be the members of a team of officers headed by the Block Development Officer.

Therefore, separate offices for these officers ceased to exist and the departmental officers started functioning in the block office. Thus, no development department was to function separately at the block level. At the village level, a functionary called village level worker (VLW) was also set up. He was to function under the guidance of all the 8 extension officers and deal with all the problems of the villagers. Thus, departmentalism was subordinated to a system of integrated development organisation at the block level.

To what extent did this first experiment of integrated development administration as against departmental system of administration succeed? In retrospect it would appear the departmental forces were never reconciled, from the very outset, to the introduction of the integrated approach. The departments appeared to reject the "Integrated approach" more or less in the same manner in which the body seems to reject the transplanted heart. The rejection mechanism of the departments operated in many ways. First, the departments refused to allocate any funds to an area covered by the Community Development Blocks. As the Block budget started being made available, the Departmental funds started being withdrawn. Second, the district officers in the initial years refused to take responsibility for the performance of the Block Organisation. They started practically treating the existing officers of the Block as being outside the departmental set-up. Thirdly, the Department of Agriculture disowned

the VLW inspite of the fact that the integrated area programme laid overwhelming emphasis on agricultural extension. They kept on insisting that the VLW was no good as compared with Field Assistant though the VLWs were systematically trained through a course of two years at Rural Development Training Centres whose instructors were drawn from the agricultural department. Ultimately, the Department of Agriculture succeeded in making the VLW a purely agricultural functionary rather than a multi-purpose worker, thanks to the recommendations of the Ram Subhag Singh Committee. Other changes also followed which tended to weaken the authority of the Block Development Officer over the departmental officers who started looking more and more to the compliance of departmental instructions and started feeling that they had no obligation towards a common programme of Block Development. The situation as it stands at the moment would appear to be that the concept of area integrated development has been given a go-bye and what prevails is the separate and independent implementation of the departmental schemes by the departmental officers.

AREA DEVELOPMENT AUTHORITY:

In spite of the setback received to the area development approach in course of this experiment of Community Development programme, the need for such an approach was felt again and again in some other contexts. For example, in recent years, it has been felt that the full and speedy utilisation of the irrigation potential under major irrigation projects has not been found possible in the absence of the integrated command area development plan. During the fifth year plan, therefore, command area development authority (CADA) has been set up for each of the 55 major irrigation projects in the country. Similarly, for the drought prone area in some 70 districts in the country, the need for integrated approach has been felt and hence recently drought prone area development authority (DPADA) has been set up for some of these districts to implement an 8 sector drought area programme covering irrigation, soil conservation, afforestation, horticulture, dairy, fishery, sericulture and co-operation.

The third example of the integrated area approach is the programme for small and marginal farmers in selected districts.

In all these areas, an attempt has been again made to set up area development authorities. The departmental authorities are brought under the umbrella of an integrated agency. To what extent we have these new experiments been successful?



EXPERIENCES OF AREA APPROACH:

To take the last example first, for all the districts in which small and marginal farmers and agricultural labourers development programmes have been introduced new organisations called the SFDA or MFAL Development Agencies have been set up as registered societies. The Divisional and District Officers of the various departments concerned like agriculture, Co-operation, Animal Husbandry, Public Works, etc. are the members of the governing councils of the authorities which are headed by the Divisional Commissioner or the Deputy Commissioner. The rejection mechanism, which led to the decisive defeat of the area integrated approach in the ACDP has also operated in cases of the SFDA and MFAL Development Agencies Programmes. The administrative machinery created for the new programme was rather limited. Only one project officer with a couple of specialists and limited clerical staff was provided for the agency. It was argued that the entire strength of the various departments would be at the back of these agencies. But in reality the entire burden was left on the shoulders of the Project Officer alone with little active involvement of the departments. This led to a great amount of delay and dilution in the implementation of the programmes. Instead of an all out approach to improve conditions of the small farmer through every possible manner and the consequent need for a total reorientation of the departmental programme and machinery in favour of the small and marginal farmers, the programme was limited to the specific

items covered by the SFDA projects viz. providing subsidies and risk funds. Thus departmentalism came in the way of a full and comprehensive effort in the realisation of the goals of the SFDA and MFAL Programmes.

Some difficulties have also cropped up in the DPADA Programmes. The departments have tended to take their instructions from their departmental heads thereby bypassing governing councils of the DPADA. In a hurry to spend departmental share of funds, the heads of department have sometimes given instructions for the purchase of the machinery far in advance of requirements. Specialist visitors have tended to pass on their instructions to their counter-parts at the project level rather than placing them before the governing councils. Thus these programmes have contributed to departmental expansionism without achieving the main objective viz. that of the co-ordination of efforts of various departments towards the restoration of the ecological balance in the area by the fullest utilisation and mobilisation of soil and water resources of that area. Each department tends to promote its own scheme without caring for the inter-programme integration.

CADAS (Command Area Development Authorities) have been set up in the command areas. A limited budget has been placed at the disposal of the authorities with the expectation that these limited funds of the authorities of the CADAs would be supplemented by the resources of the department. But this seldom happens, nor has there been an adequate realisation of the need for the various departments to work together as a team for speedy and effective irrigation development. The Public Works Department Officers continue to be bothered about the engineering aspects to the neglect of the agricultural aspects, of the neglect of agriculture aspects

AILMENT AND REMEDY TO THE IMPLEMENTATION OF COMMUNITY DEVELOPMENT PROGRAMME:

In the initial phase of planning, with the same party in power both at the Centre and in the States, the problem of planning in a federal set up did not appear, but when these conditions no longer obtain, the problems of relationship between the Centre and the States became acute. The States have started demanding more generous allocations of resources. They have also started questioning the legitimacy of Central and Centrally sponsored schemes pertaining to the items falling within the sphere of State administration. This is indeed a serious dilemma of planning in our country. Changes of political parties also played its part in losing its importance. The politicians at State level start looking at Panchayat Raj institutions as rival centres of power.

The Block team was a group of officials drafted from the development Departments designed to have a unified approach for achieving a common goal. But this unification approach stopped at the block level and did not extend beyond it. Even at the block level where there was a unified approach, the extension team would have done better if their Departmental Officers acted as they are expected to act. But they had their own Departmental prejudices, intra Departmental and inter Departmental rivalries. Even in the same Department there is no cohesion among its various wings. For example, Highways and Rural

Development have created many wings such as National Highways, Rural Roads, Sugarcane Development etc. Similarly in Public Works Department, there is no cohesion among its various wings like buildings, special projects, irrigation etc. The same is the case in all other major development Departments which have to play an important role in the Rural Development Programmes. Each Department took advantage of this lack of centralised force to unify them and co-ordinate their activities and started strengthening their own Department rather than strengthening the hands of Community Development. These sharp corners could have been removed if the control and Co-ordination of the different development Departments at the District Level was also entrusted to an unified agency.

This lack of Co-ordination of the development Departments at the District Level with its echo down to the Block Level set up, contributed to the poor performance of the block, resulting in the disintegration of the Block Organization. Co-ordination was a problem from the beginning and the attempts for the unified approach did not extend beyond the Block. No horizontal Co-ordination is possible unless there is vertical Co-ordination. The different subject matter experts pulled in different directions with the result they could not play their roles as extension educators and development practitioners. Now the Block Organization is bereft of its original shape, vitality and purpose.

What is the upshot of this analysis? Does it mean that the integrated or development approach is invalid or is doomed to failure? Should we allow departments to have their own way without bothering about integrated area development? This would indeed be a counsel of despair. The need for integrated approach in Public Administration would increase and not diminish as the years go by. The principle of integration is indispensable because it is deeply rooted in nature itself as it is in the life of community. Administration exists for promoting welfare of the community in close alliance with nature. This would demand a fresh look at the structural set up of Development Department. This Department called the Panchayat and Development Department should be headed by a Commissioner in the grade of chief secretary to Government, who should also be Vice-Chairman of State Planning Commission. All the Directors and the Technical Department heads dealing with Community Development Programme should work under his direction and control.

In the changed circumstances, the need for an effective co-ordination and integration is the felt need. At the outset, the C.D. Programme did not cover the entire area at one stretch and there was the need for Co-ordinating the programme within the block within the limited over all planned development programme in the rest of the areas of this State. The Collector as the head of the District, played the role of the Co-ordinator. The C.D. Programme now extends to this whole State. The



Collector has to play a dominant role in its implementation. In his dynamism and enthusiasm shown by the band of dedicated team of members, lies the success of the scheme. If the Collector's role is to be really effective, he should be given the necessary authority and status. He must be given the necessary controlling or supervisory powers over the officers of the various departments in the District setup to enable him to discharge his responsibility as a Chief Executive of the District and the Co-ordinator. Senior IAS men may be appointed as District Collectors. They will have both rich administrative experience leadership and command over the District Officers and subordinate officers. They cannot also be overawed by self seeking local politicians. It may be recalled in this connection that when Rajaji was the Chief Minister of Madras State, very senior men functioned as Collectors and they contributed much to the efficiency of district administration. The over all authority of the Collector was a recognized authority in the State. When new problems affecting the District and its people arose, the Collector naturally fitted into the role of the head of the programme. In the democratic decentralisation as the programmes develop, purely official effort, with a sprinkling of non official advisers may not be sufficient to enthuse the people. The elected representatives who may constitute the District Development Council, the Panchayat Union or Panchayat may be brought into the fold of these programmes to create necessary psychological atmosphere. The District



Development Council for which the Collector is the Chairman is at present only an Advisory body. It has no statutory power to enforce or command. This makes the function of the District Development Council ineffective. As in other States (Andhra Pradesh for example) it should be made a statutory body headed by an elected Chairman. The Collector can be made the executive head to implement the schemes and programmes laid down by the District Development Council answerable only to the Chairman and State Development Commissioner.

The Block set up, should function as the second tier for the Panchayat Raj three tier system. At the Block level, the Block Development Officer will be the captain of the team with the extension officers coming within his fold. There should be perfect unification of extension wings answerable only to the Block Development Officer. A model table of the this Development side hierarchy setup is appended to this paper. These arrangements would help realistic planning and implementation of the development schemes ensuring at the same time effective Co-ordination horizontally and vertically.

A cogent policy of administrative set up for the Panchayat Raj and Rural Development has to be evolved. Secondly just as the Civil Service of the State and Central levels are subject to the appropriate political authority, there should be a corresponding relationship in the District and Block levels.

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Agrarian Reforms in a district with  
special reference to a weaker social group.

- Sujata Singh

Eighty percent of the population in India is rural. Although a majority are dependent on agriculture for their livelihood, a third of them do not own any land. An estimate for the year 1977-78 shows that of the 290 million people living below the line of poverty, 160 million were below 75% of the poverty line, with the Scheduled Castes and Scheduled Tribes, constituting the bulk of them.\*

Traditionally and predominantly rural, the Scheduled Castes are mainly landless agricultural labourers, or are found toiling in the most unremunerative and degrading occupations. The Indian plans and programmes are an effort to provide some wherewithals by which their quality of life would be improved. Among the benefits earmarked for the Scheduled Castes are land, agriculture and housing programmes. While distributing land declared surplus due to imposition of land ceilings, preference is to be given by state governments to persons belonging to the Scheduled Castes and Scheduled Tribes. What, then, has been the impact of land distribution on the weaker section? Has it helped alleviate ~~or~~ mitigate their appalling poverty?

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Govt. of India, Report of the Commissioner for Scheduled Castes and Scheduled Tribes, (Twenty Sixth Report) 1978-79.

In order to study the impact of various programmes on the Scheduled Caste population living in rural areas, a study was undertaken in Agra district of Uttar Pradesh. The scope of this paper is, however, restricted to the description of the impact of agrarian reforms on the Scheduled Caste population of Semra village, in Agra district. A total of 80 Scheduled Caste households formed the sample of this study.

#### Background

Semra, located 21 km from Agra, had a high Scheduled Caste population (29.49%). The number of Scheduled Caste households was 573. The "nuclear family concept" seems to have wide acceptance in Semra. The total agricultural land was about 4,000 acres, out of which 3,941 acres was cultivatable. The net area under irrigation was 2,126 acres while 2,077 acres did not have any irrigation facility. There were mainly three sources of irrigation - the tube wells, ordinary wells and water from canal.

Not much had changed in the sleepy Semra village where time seemed to have stood still. The villager here attached great importance to agricultural land. He was eager to seek

Government help by way of land distribution and provision

of credit facilities for buying agricultural inputs and implements. Thus, the main emphasis was on agriculture.

Among the 80 heads of households, who formed the respondents of the survey, 82.50% belonged to the Jatav sub-caste group, followed by Balmik (7.50%) and Khatik (2.50%). Other castes such as Dhobi, Kori, Bandha and Kumhar were in small numbers, which is reflected in the sample. The Jatavs, who comprised nearly 90% of the total Scheduled Caste population in the village, were largely agriculturists i.e. small/marginal farmers and agricultural labourers.

As only a comparative study could be an effective indicator for measuring the improvement in the living conditions of the Scheduled Castes, the position of the respondents in 1980/81 was compared to that which prevailed in 1970-71.

#### Land owned

In 1980-81, 30% of the sample did not have any land as compared to 58.75% who were landless in 1970-71. A total of 23 families joined the land holding class by 1980-81, as a result of government allotting land to them under its land distribution programme.



Table 1  
Land holdings (in Bighas)

Land Holding (in Bighas)	1970-71		1980-81	
	No	%	No	%
No land	47	58.75	24	30.00
less than 1	5	6.25	28	35.00
1 to less than 3	10	12.50	10	12.50
3 to less than 6	7	8.75	7	8.75
6 to less than 9	4	5.00	4	5.00
9 to less than 12	3	3.75	3	3.75
12 and above	4	5.00	4	5.00
Total :	80	100.00	80	100.00

Year of receiving land, type of land and Area (in Bighas).

All the beneficiaries were allotted land during 1976-77. The type of land given to them was, however, of a very poor quality and undeveloped. Moreover, the quantity of land allotted, was less than a bigha.

Land use pattern of the beneficiaries.

A total of 15 beneficiaries were raising crops, out of which 13 were raising only one crop while the remaining two were raising two crops a year. Eight beneficiaries were

not making use of their land because of the uneconomic size of holding and unproductive nature of the land.

Table 2

Land use pattern of the beneficiaries

Type of land/Use		
Cultivated land of which one crop cultivation	13	16.25
Two crops cultivation	2	2.50
Uncultivable land	8	10.00
NA	57	71.25
T o t a l :	80	100.00

Bank loans were given to 10% of the beneficiaries to improve their lands, whereas 8.75% tried improving their lands by their own resources because of corruption among bank officials. The beneficiaries, who had availed of loans from the bank, identified the Canara Bank as the source of finance. While 8.75% had taken a loan of Rs.100, 1.25% had borrowed a total amount of Rs.300. They received the loan in 1976 and the interest charged was 14%. The rest did not try to develop the land because they could not afford to pay the high rate of interest charged by the banks. Also, the size of the land was too small to make investment an attractive proposition.

### Receipt of Pattas

Only about 18.75% received the 'Pattas' of the land allotted to them. They complained that the 'Patwari' took bribe for getting the 'Pattas' registered. They got the 'Pattas' only after giving money to the Patwari. Others complained that the Patwari did not give them the 'Pattas' because they failed to give the bribe demanded by him.

### Harrassment by previous landlords.

None of the beneficiaries complained of harrassment by the previous landlords. This was probably because the quality of land was poor and unproductive and did not challenge the position of the landlords.

### Land in possession of respondents or transferred.

All the beneficiary families were still in possession of the land given to them and had not transferred or sold it. They held the view that it would be difficult to sell it because of its unproductive nature.

### Awareness regarding Scientific Agricultural Inputs

Awareness of scientific agricultural inputs like high yielding varieties of seeds, chemical fertilisers and Insecticides/pesticides, was poor. So was their knowledge regarding the use of these inputs. Enquiries revealed that there were some

who were aware of modern agricultural inputs but were not using them. This was because of the uneconomic nature of land holdings, lack of irrigation facilities and lack of finance.

#### Source of Irrigation.

A majority of the respondents stated that their main source of irrigation was private tube wells owned by rich landlords, the charges for which varied between Rs.12-16 for an hour's water supply. They feel that they are being cheated by the rich farmers but there is nothing they can do as they do not have any alternative source of water supply. The water rates are specially high because the pump sets are run on diesel engine as there is no electricity in the village. Only 2.50% of the non beneficiary respondents had their own irrigation facility. A large number of beneficiaries are still dependent on the benevolence of nature.

As can be seen from this analysis, most of the holdings are uneconomic, being less than a bigha and devoid of basic facilities like water supply etc.

#### Marketing

Among the total landholding respondents, about 13.75% were marketing their produce within the village itself. It may be mentioned here that Semra has a sizable weekly mandi that attracts traders from other villages. About 12.50% were marketing their agricultural produce outside the village

through private middlemen, who made the maximum profit in the bargain. Though they were aware of the fact that they were being exploited, there was no way of eliminating the middlemen from the scene, in the absence of any other alternative arrangement. There was no co-operative society or governmental organisation for marketing the goods. However, a majority of the beneficiary land holders had no surplus to sell.

Among the families covered under the survey, 23 families had got land from the government. It should, however, be noted that only 15 families were cultivating the land allotted to them. The land given to the respondents was of an inferior quality and undeveloped. Most of the beneficiaries were raising only one crop a year as they were dependent on the rains for irrigation. The only irrigation facility was private tube wells, whose owners charged exorbitant rates. All the beneficiaries received less than a bigha of land.

The pertinent question is whether the land so distributed serves any purpose? Also, has it helped improve the economic condition of the Scheduled Castes? The data on land distribution reveals only a marginal impact of the government policy in this field. The size and quality of the land distributed defeats the very purpose of land distribution. Organising farming on a co-operative basis could have made the individual units more

viable but this could not be done in the case of fragmented holdings, scattered here and there. As things stand, the land allotted to individual farmers is too small in size to offer any scope for development. Scientific methods in farming could be employed only when the unit is viable. Small farming unit has been advocated by agricultural scientists and agro-economists but this would only be viable when the land is fertile, fit for cultivation and has basic infra-structural facilities. Thus, the mere distribution of land will not serve any purpose unless matching support of agro-services are provided. Tractors and other agricultural implements could be loaned to them by the government or some service co-operative, at concessional rates. Left to themselves, the beneficiaries could not be expected to develop their lands as their economic condition does not permit them to do so. The land so distributed could also be used for other productive purposes like dairy farming, sheep rearing etc. Providing marketing facilities is equally important. Support should also be provided in the form of agro-extension services which may be looked after by the agricultural department of the lead bank in the area. They could advise the farmers on better cropping pattern, better land use techniques, soil conservation etc. so that the venture becomes profitable. On the contrary, most respondents complained about the indifferent attitude of government officials, particularly



the VLW. The officials seem to be more concerned about fulfilling targets without going into the merits of a case. This approach percolates to all levels. A stock-taking attitude is clearly noticeable in the meetings where the chief development officer is busy looking at the targets with the block development officers giving him details about the number of cases covered. There cannot be any rural development as long as this attitude prevails among government officials. The number of people given land is not the all important question. What is more relevant is the type of support services provided, efforts made at improving the land so allotted and the sense of involvement of the bureaucracy.